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NATIONAL ASSOCIATION OF STATE LIBRARIES

Twentieth Annual Meeting, Louisville, Ky.,
June 22 and 26, 1917

(Joint Session with the American Association of Law Libraries.)

Auditorium, Henry Watterson Hotel,
Friday, June 22, 2:30 p. m.

The meeting was called to order by Mr. G. G. Glasier, first vice-president of the National Association of State Libraries.

Vice-President GLASIER: Our President, Mr. Hewitt, is not here, and I have been asked to proceed until he arrives.

The first number on the program is an address of welcome by Hon. Edward J. McDermott of Louisville.

Mr. McDERMOTT: Mr. Chairman, Ladies and Gentlemen: I am very glad indeed to perform the pleasant task of welcoming you to our city. We feel honored by this meeting of your associations here, and I wish, as far as I am able, to extend appropriately to both associations a most hearty welcome to our city and state.

Many years ago I read Max Adeler's book, "Out of the hurly-burly," wherein he tells of an embryo orator who had been persuaded that the main thing in a speech was the anecdote. He prepared three anecdotes, interlarded them with a few unimportant remarks, added a short, high-flown peroration and was ready for the occasion. When the meeting opened another speaker was called first, who told the budding orator's first anecdote. That made him somewhat uneasy, but still he had two left. Unfortunately, the second speaker called told the orator's second anecdote. When a third speaker, who told the dismayed orator's third anecdote, had closed, the chairman turned around to call on his young friend, but the would-be orator had leaped over the railing of the porch and was fleeing down the middle of the road, leaving a big cloud of dust behind.

I am almost in that sad plight now when I am expected to speak appropriately on your coming and on the work before you. Your calling, your tasks and your purposes are important, indeed. Though your numbers are not great, your opportunities and your services, here and at your home, may be great.

I realize how useful the state libraries and the law libraries are to every city. Before 1450, books had to be copied by hand and, because expensive, were rare. In this day, books come out in a stream like a great Mississippi flood, so that no man can use more than a small part of them; and we need libraries where they may be gathered with discrimination and at little cost. There are some enterprising law publishers who would ruin most of us at the bar, if we bought all their books. We must have the advantage of collective buying to get what we need at a reasonable expense.

It is plainly true that in this day, every man who wants to be something more than a mere smatterer or a drudge, must know all of some one subject, and something of all other important subjects. In order that he may do that, he must have access to these extensive libraries, where he may not only faithfully pursue his own branch of study or his own calling, but where he may also have a chance to read what is best on other topics, not directly within his special line of work.

There are many persons who think that the only way to become a scholar or a cultivated man is to read great numbers of books. When Socrates once was passing through the streets of Athens, and looked into the window of a shop where there were a great many gems, and gold and silver ornaments and a great deal of plate

for sale, he said: "I am glad that there are so many things I do not want." I often say that of books.

It is not by the reading of the big library, not by poring over a great number of books, that men acquire culture, or that the mind is best disciplined, or gets the best use of all its powers; it is by the constant reading of the few great books. Macaulay and others have pointed out that evident fact too often ignored. "If I had read as much as other men," said Schopenhauer, "I should have been as ignorant as other men." It is by reading and re-reading, by studying constantly the few great masterpieces, that the mind and the will are best disciplined; and that the best culture is acquired.

You librarians furnish and make available the means of culture. You set forth the substantial food and also the dainties, fit for nourishment or innocent pleasure. As I have gone through life, I have noticed that many men—some who have only a moderate education and some who have had even a degree from a high university—have not improved by later study, and, at the close of life, were practically ignorant men. I have personally known men of that type. Their good start was used to little purpose. It is not what we learn at college, not what we learn from professors at universities, that makes us cultured; it is later—after our faculties have been well trained and our habits of application have been firmly fixed—that we acquire real culture and genuine power. And with these great libraries, which you build up and make serviceable, we are able to study with some success. The necessary tools are put into our hands. It is our duty to use them often and use them well.

I do not know how many law librarians are here, but let me say that the law libraries are most important to us. It is true that they are swelling to enormous proportions. In this day there must necessarily be many more books than formerly. I fear that a full law library of the future will fill a whole block in a town. Some relief must be found for the

coming lawyer. There must finally be a time when some men of great learning, brilliant intellect and great industry, as in Justinian's time, will endeavor to systematize and codify our law—will try to reduce it into something like a reasonable, if not a perfect, system, as James Bryce has said Germany has done, and France also. Whether that end, in this century, will be reached here or not I cannot say, but at any rate we must have all of the valuable law books gathered in a convenient place where some men of practical genius may find and carry out a reasonable remedy.

In conclusion, let me say that while we want to encourage natural science and all other subjects of importance to the world, we must not neglect the study of the great books that deal more especially with the imagination, or that inculcate moral principles and high ideals. We want to advance science, but we must also have a constant care for general literature, for the study of those books that may help to spiritualize our civilization. If the world needs any one thing at present more than another, it is not wider knowledge, but higher and better conduct, a higher type of men and women, with firmer principles of morality, charity and justice, and with a stronger will to practice them in daily life. In the making of the men and women of the future, the librarian of every state has a part to play, an important duty to perform.

I agree with Herbert Spencer that without popular education we could not well conduct a democracy or a republic; but I also agree with him in the statement that the results of popular education have not yet been such as to satisfy the great expectations that our ancestors had and that we have had, of its benefits in practical affairs. If our men and women are to read only newspapers, magazines, novels and the lighter sort of books—those things which merely entertain for the moment, which only keep us from real thinking, which only gratify whims, follies and prejudices, which take little account

of the real truths and the stern realities of this life and the life beyond—then we shall not have accomplished, by popular education, what we set out to accomplish. On the other hand, you, in your way, and the teachers and the professors in the schools and universities, in their way, may possibly raise such a standard of education and of culture in our country, that good books will be read and digested in the right way and be used for right purposes. If education for the masses shall make them better men and women, better bread-winners, and better citizens, and if education for the gifted few shall make them conscientious workers and wise leaders of their own country and of other nations, there will be good reason to rejoice that the art of printing was discovered and put to good use, and that the highest civilization which the world has yet known is not to fade away nor to decay, but to grow better and spread farther and to be of greater service to all mankind.

The next speaker, Hon. William Marshall Bullitt, explained that illness had prevented the preparation of the formal paper on "Government boards," for which he was scheduled. After speaking informally of the multiplicity of public commissions in the states and the difficulties in the way of getting facts about them, he suggested the preparation of a handbook to put forth this information.

Mr. BULLITT: It occurred to me that law libraries might coöperate to prepare a handbook which would show briefly for each state just what public commissions there were in that state, with reference to the statutes creating them, or to any book or article which might have been written concerning them, and possibly with a very brief note on their jurisdiction and function. I should be very glad to undertake the expense of printing such a pamphlet and to do what I can to help with the preparing and editing. It would probably contain a hundred or a hundred and fifty pages.

The question of accepting Mr. Bullitt's offer was then thrown open for discussion.

A motion was made and unanimously carried that the offer be accepted with thanks, that a committee of three be appointed to coöperate with Mr. Bullitt, and that the state law librarians send to him a synopsis of the laws of their respective states regarding public boards and commissions and their functions.

(The committee was later appointed as a committee of the American Association of Law Libraries, with Mr. A. J. Small as chairman.)

The next paper on the program was presented by Mrs. Maud Barker Cobb, state librarian of Georgia.

LAW AND LEGISLATIVE REFERENCE AS PARTS OF THE STATE LIBRARY

By Mrs. Maud Barker Cobb,

State Librarian, Georgia

The past decade has wrought great changes in both law library and state library work throughout the country. Slower and more tedious has been their evolution in the south, but none the less significant.

In Georgia the group of books, mostly law, which had accumulated at the Capitol through the years, was by Act of 1831 converted into a state library in the following words: "The convenience, benefit and usefulness of an extensive and well selected library at the seat of government seem too obvious to admit of doubt. Profitable, useful and efficient legislation can only obtain where the law makers are intimately acquainted with operation of the laws and the object to be obtained by them. The first is the result of experience and the last requires a careful examination of the enactment of contemporaries and predecessors."

Here, then, with the first state library law, was born the legislative reference idea in Georgia, bearing out the view that legislative reference work is a natural function of the state library—a part of the original design. No doubt this phase of the work would have had a normal,

gradual development had the state library itself enjoyed such development, but one cannot expect normal growth in a limb whose body suffers a case of arrested development. For years the power to perform legislative reference work in the state of Georgia lay dormant, and it became necessary to ask the legislature to authorize it all over again, in order to obtain funds to put it into force.

More than one bill was introduced and died automatically, never having come to a vote. Realizing that Georgia legislators, like most people, have that skeptical instinct traditionally attributed to Missourians, we determined that they should be brought to a state of belief through their senses, and to that end set about making that most convincing of arguments, a practical demonstration. Letters were written to chairmen of committees offering to aid them in assembling data which they needed in the consideration of special subjects. With all the tact and efficiency at our command we laid ourselves out to serve especially those members who appeared to be most strongly opposed to the bill. They were clearly surprised at the gratuitous service, and deeply grateful for it. One lucky day a certain active floor leader of the house who does not know the meaning of the word passivity on any legislative measure great or small, and who had seemed but poorly impressed with our measure, came seeking assistance in the drawing of a bill that should put a quietus on his particular *bête noire*, viz.: popularity and beauty contests of the daily press. Precisely what he wanted was furnished him. "Add my name to your list of converts," he said. "If that is what your bill means, I'm for it." The method adopted proved effective, and once more was justified the theory that work is more eloquent than words, more effective than impassioned pleas before committees, more productive of results than recommendations to boards. In fact, work is a very effective means of getting somewhere.

During the three years of its existence the legislative reference department of

the State Library of Georgia has kept throughout each session a current index to bills, indicating, day by day, the exact status of each. In addition to the current index, the work of indexing bills has been carried backward through the past seven sessions. Georgia official material has been analyzed and cataloged. A card index is kept to items of local interest to the state appearing in the daily issues of the *Atlanta Constitution*. This local index has proved so valuable, especially in expediting reference to state political campaigns and controversies, state primaries, governors' proclamations and semi-official announcements, that it will not only be continued in future but will be carried through the entire file of the paper back to its earliest issue.

The wisdom of developing legislative reference work in state libraries is justified on the perfectly obvious ground that where the documents are there should the work be also—practical work and lots of it, work that transforms this quondam junk into a veritable gold mine of promptly available statistics, of readily located matter on just the subjects that are up for consideration by one's own legislature and state officers, of information on all practical everyday subjects that are of value to legislative, judicial, and executive departments of state government. There is no longer room in libraries for junk or for ornaments. Books that have been "slackers" must be made to give out what they have in them, to serve to the extent of their capacity. Quoting from Miss Hasse's excellent article in the April number of the *Library Journal*, "a library is a utility, not a monument." "Get the goods over," is the advice she gives.

Some knowledge of the use of law books is essential to the legislator who would worthily represent his constituency. All legislators are not lawyers, and something has been gained when the non-lawyer member is brought into the atmosphere of the law library, where he sees law books put to practical use, with the result that he is placed in possession of the informa-

tion that he needs. The experience repeated breaks down a fancied barrier; he begins to feel at home and form the habit of first-hand investigation. To counteract the "many fruitful sources of confusion," the state's entire collection, both documentary and legal, is thus readily available as a source to be drawn upon in legislative reference work.

Perhaps the most virile phase of state library work is legislative reference. It is dynamite to the sluggish. Its whole aim is to give service irrespective of handicaps. In Georgia, where the main handicap is lack of funds, we know from experience that a unification of these three classes of state work under one head has enabled us to give better service at less cost than would be possible with any one of the three activities operating separately. Since our legislative reference department has been put to a minimum of expense for books and equipment, it has been able to employ additional help for the development of its resources. It has been able to subscribe to the "Official index to state legislation." This excellent work, sponsored by the American Association of Law Libraries and the National Association of State Libraries, has proved its value as a practical working tool. The State Library of Georgia has given substantial evidence of its appreciation of the splendid service rendered by the makers of the Index by becoming a coöperating library as soon as it was in position to do so, and in continuing to coöperate through the following year, namely: 1916. I desire to go on record to the effect that we regard the discontinuance of the Index as a distinct misfortune.

We make no attempt to exchange with other states printed copies of pending bills. The state of Georgia makes no provision for printing her legislative bills, nor are the journals printed until after the close of the session, when they appear in book form.

We do no bill drafting, which to my mind does not lie within the province of the librarian. I am aware that some of

you hold an opposite view, and I make the admission with bated breath.

Centralization of library interests grows more desirable with the increased rapidity of production. The stupendous vitality of the age calls for much that was undreamed of in an earlier philosophy. Librarians as a class are not deaf to the call. We think in larger terms than formerly, conscious that library work is a bigger thing than our own particular field of endeavor. As law librarians we are in touch with the noblest of professions. The whole field of law is today alive with momentous questions that must be answered. Never did lawmakers face more difficult tasks, never have the officers of government, both state and national, borne more weighty responsibilities. We, as librarians, law, state and legislative reference, even unto the least of us, have a part to perform in the supreme struggle which grapples the world, a part that involves a maximum of effort, zeal and efficiency. In a word, we must grow even as the times move—swiftly.

In the spirit of Montalembert, while "bowing respectfully to the past, and doing justice to the present, we salute the future and true progress."

The report of the joint committee on a national legislative information service, Mr. George S. Godard, chairman, was by motion postponed to a special session prior to the afternoon session, June 26.

Mr. Sumner York Wheeler then reported for the Committee on the Uniformity of session laws (a committee of the American Association of Law Libraries), of which he was chairman, that unexpected duties had prevented his preparation of a report for the 1917 Conference. This report was on motion accepted and the committee continued.

The joint session was then adjourned.

FIRST SESSION

National Association of State Libraries.
Auditorium, Henry Watterson Hotel, Friday, June 22, 8 p. m.

The meeting was called to order by President John P. Dullard.

President DULLARD opened the meeting by making some informal suggestions on possible lines of work for members of the association. He urged that something be done by the states whose publications are now indexed in the series of "Indexes of economic material in the documents of the states," edited by A. R. Hasse, to bridge the gap from 1904 to the present by either a topical index or a finding list. He called the attention of the members to handy lists compiled by the New Jersey State Library, one a list of all the annual reports, current publications, compilations of laws, etc., regularly issued by the various state departments; the other a descriptive list of laws and joint resolutions enacted by the legislature. The latter, which is published at the end of the legislative session, is arranged topically with a brief synopsis of each law and a reference to chapter number; its most important feature, Mr. Dullard explained, aside from its ready reference nature is the fact that the compilation is ready for the mails within forty-eight hours of the time the last bill is signed by the governor, thus anticipating the indexed session laws by several weeks. He described his successful campaign among the state departments of New Jersey, by circularization and personal appeal, to increase their use of the state library. The library has prepared blanks on which it regularly calls the attention of department officials to new books and articles in their field.

After these preliminary remarks by President Dullard, Mr. Charles W. Reeder presented the first paper on the program.

POPULARIZING STATE DOCUMENTS

By Charles W. Reeder,

Reference Librarian, Ohio State University

The states are printing annually some 10,000 documents, which contain much that is vital to the interest of our citizenship. Some people are familiar with these publications, because they are students of

government and its activities, or are engaged in enterprises which come under governmental regulation or control; but the great mass of our citizens know very little regarding the life and work of the various state departments. As librarians we take these documents which record the experiences and the investigations of our officials, study them, analyze them and attempt to present the facts and information to the people, when they come into our libraries. But the real problem is to reach more people, to get more of them interested in the affairs of the state and thus when interest is aroused, to use the means at hand in the state's own documents to supply the information desired.

Newspapers

One of the best means for popularizing state documents is through the newspapers. Each newspaper published in the capital city has one or more reporters assigned to cover the state offices. Other papers published in the state, as well as the various press associations, usually have representatives in the state capital. These men literally comb the state offices for news, and the documents constitute a source for many a story.

In this connection an attempt was made to ascertain the policy of certain important newspapers located in the various state capitals. The editors are a unit in saying that the state documents and their contents are treated like all other news items—on the basis of news value. This intangible characteristic was defined by Professor Bleyer, professor of journalism of the University of Wisconsin, in a speech before the library school of that institution, as follows: "News is anything that interests a number of people, and the best news is that which has the greatest interest for the greatest number."

Newspaper men say that some officials have a news sense and can see in their routine duties and in their reports, material which is of interest to the public. Other officials have no such characteristic, and any information which a reporter gets

is secured unknown to them in their conversation. Many of these stories are prepared as time copy, to be used when space is available. Other stories are held and used as Sunday features.

Many stories are overlooked until the publication is secured at the editor's office. Then the general practice is to assign a reporter to prepare a story on the document. He does so, laboriously plodding through the pages of statistics and uninteresting comment in order to manufacture sufficient copy on a subject with which he is not familiar, and concerning which he has great doubts regarding its news value. These newspaper men have said that they wished some means could be devised to eliminate the document pest—at least the work of going through the publications and attempting to pick out just the subject matter that is news.

The suggestion has been made that state officials should prepare summaries of the publications which could be handed to the newspaper men. This practice would enable the state official to emphasize the main points that are important and it would enable the newspaper man to have in writing the points which could be redressed in newspaper style for public consumption. The newspaper men say more space would be given to document stories if they were supplied with such summaries.

The Ohio Agricultural Experiment Station prints summaries as press bulletins. The station made an investigation lately to ascertain how effective its publicity methods have been. Reports received from Ohio newspapers and agricultural journals indicated that at least 486 newspapers in the state, scattered in 87 counties, and 88 farm papers in 26 states and Canada, used the press bulletins of the Ohio Station.

What has the librarian to do with this? I venture to suggest that the state librarian constitute himself an office of information for popularizing state documents. The librarian could even go so far as to prepare summaries of some documents, especially those which pertain very closely to

the life and activities of the community or to questions under discussion by the public. In a small way, he might do some work similar to that done by the Office of Information of the U. S. Department of Agriculture. This office prepares copy for the newspapers, practically all of which is taken from the department's publications. When the newspapers secure these summaries they fill in the date and print the material when space is available. All of this publicity regarding foods, vegetable gardens and conservation of supplies is conducted in this way.

Such popularization of documents functions in two ways: First in the dissemination of information collected by our governments. As such it is part of the system of public education for the American people. If the readers of newspapers never did anything more than absorb the knowledge gained in this way, the efforts would be worth while. In the second place, the popularization through the press will send more inquiries into the libraries, asking either for the report itself, or seeking some similar publication which will answer other questions in mind. This situation, however, is complicated because newspaper publicity generally is given before the actual publication and distribution of the document. The better way would seem to be that the document should be published and available, both to libraries and individuals, at the time it is being given publicity by the press.

Periodicals

Another means of popularizing state documents is through the periodical press. Many of these publications maintain departments devoted to the reviewing or listing of documents and other pamphlets. Mention might be made of the "Documents, reports, and legislation" section of the *American Economic Review*, the "Pamphlet" section of the *Survey*, and many others. This popularization is effective because many individuals as well as librarians check these publications for documents needed in their work. Calls for them are made either

upon the libraries or upon the issuing offices; and when the document is in the hands of the individuals the desired result has been accomplished and popularization has succeeded.

What has the librarian to do with this? Suppose in reading a magazine article you see listed in a footnote the state reports that are covered in the article, but observe that your state is missing. The librarian can suggest very diplomatically to that state department that it would be a good move to send its publications to that periodical. Such suggestions are received with favor and generally are followed. The librarian does not have to make it his business to go over all the state documents and prepare a list of periodicals to which they might be sent, and then notify each department. He can make the suggestion whenever such an occasion arises.

Individuals

In line with the two methods already discussed, a third means of popularizing state documents is to get them into the hands of certain classes of individuals who are interested in certain phases of state activity or regulation. For instance, the mine report to each mining company; the report on union wages and hours to the secretary of each local labor union; and a report on wages, hours of labor and fluctuation of employment to mercantile establishments.

Many state departments have mailing lists of individuals to whom their reports are sent. Such lists need constant attention to keep them within due proportions, as this individual distribution is often subject to many abuses. But if the distribution is done wisely it is a most effective means of popularization, because the document will reach the person for whom it was directly intended.

The librarian has a function here, because his correspondence will contain letters from individuals with all sorts of inquiries about the state's business. Each letter should be answered either with the correct data taken from a state report or

a page reference to the data, and the proper department notified to send the report to the individual or to place him upon a permanent mailing list. Many times the letter of inquiry can be referred to the proper department, but not without so notifying the inquirer. Further, if a librarian is so disposed, he can many times call the attention of individuals to state reports which they have overlooked in the preparation of magazine articles or in the writing of books.

Library Distribution

With all the efforts made to let the people know about the state documents, there ought not to be any failure by the designated state agency to get promptly these publications into the libraries of the state and of other states. The librarian will receive calls for some documents, the popularization of which has struck home to some individuals. If the library has not been supplied or is not sure of being supplied in the near future with these documents, part of our service has not been rendered to the citizens of the community. In this connection librarians can take a lesson from the distribution methods of large industrial concerns. First the territory is supplied with the goods, then the advertising campaign is conducted, and finally the sales are made. Reasoning by analogy, the state documents should be distributed to the libraries, the publicity conducted, and then when the people come to the library they will be supplied with the information desired from the publications.

The National Association of State Libraries has had a committee working on the question of distributing documents. Several reports have been made, and even a model law was drafted, the adoption of which it was thought would solve the problem in the various states. In all these schemes, the state library was picked as the central state executive agency for the distribution of the state documents. Some libraries have succeeded in maintaining a distribution service which is above criti-

cism, while others, due in many cases to local laws and lack of finances, have not succeeded so well. But recently a new agency has appeared on the scene, the Division of Distribution of Documents in Pennsylvania, and the State Document Department in Iowa.

The system in Pennsylvania was organized in 1913 by an act of the legislature, which was amended in 1915. Its purpose was to centralize the distribution of documents instead of having them distributed through the various departments, including the state library. Based on results secured under operation of this law, some \$50,000 to \$60,000 have been saved annually in printing, the yearly output of standard publications has been reduced by 135,000 copies and duplication in distribution has been eliminated. The printing law specifies the maximum number of copies of each report which can be printed. For the distribution of all these publications there are standard mailing lists, which are supplied by the various departments. In addition the state librarian has the authority to issue requisitions for 300 copies for distribution to libraries. At the present time 200 such institutions are receiving the Pennsylvania state documents. Furthermore, the law also provides that if any document which is not mentioned in the act is printed, there shall be published, in addition to the number called for, 310 copies, 300 for the state librarian and ten for the legislative reference bureau. This insures an adequate supply of all documents for library purposes.

The Iowa law became effective in 1915. Its plan and purpose was to give the State Document Department an independent standing, with authority and freedom to increase the usefulness of the publications of the state by editorial supervision and by greater care in the distribution. The law provides that "the completed manuscripts for all reports, documents and publications of whatever kind to be issued" or those "published by the state, or at state expense," are to be delivered to the state editor for him "to edit, revise

and prepare such manuscript for the printer's use." With regard to distribution, the law provides that the editor shall "fix the number of each report, document or publication to be issued" and "for the purpose of distribution he shall maintain a classified mailing list" supplied by "the several state officers, boards, commissions, departments, institutions and societies required to make reports for publication," to which list "he shall add such names as he finds proper."

In both states, the distribution of documents is made report by report. This is an expensive method, but it has many distinct advantages over a lot system, especially in getting the document to a library and to others while it is new and is receiving publicity in the public press.

Not being from Iowa or Pennsylvania, we can claim the right to pass on this system of distribution. It is a good business method to have centralized distribution of all documents. The industrial world about us is full of examples which indicate the correct methods to be applied to any distribution system, and why cannot these economic principles be made effective by our states in sending out their official documents? This central document department is independent of all the state departments, yet it is their agent, honoring their requisitions for publications to be sent to individuals or to libraries within or without the state. The reluctance of state officials to relinquish control of the distribution is the chief obstacle to reform. They cherish this official prerogative, not realizing that it involves a waste of public money and frequent failure to place the documents where they will serve the purpose of their publication.

As a system for the distribution of state documents, the experience of Iowa and Pennsylvania ought to be invaluable as an example for the profit of other states. The scheme holds great possibilities for saving much time and energy on the part of the state librarian. It is at least flexible and permits correction of some of the difficulties now inherent in the methods of

distributing documents. For instance, universities and large public libraries have been told by state libraries that exchange relations could not be arranged and that if documents of that state were wanted, they could be consulted in the state library. The document collections in many libraries have been built up and maintained, not because of the state exchange relation, but in spite of it. Under the Iowa and Pennsylvania systems, no such hindrance exists. The supply of reports is sufficient for exchange purposes, and the state librarian has only to issue the requisition and the documents come through as soon as published. In the event that the state library should not pass favorably on such a request, the way is open through each state official who will issue a requisition against his individual allotment.

If any librarian is interested in this distribution proposition, he will find interesting as well as profitable reading in the reports of the Pennsylvania Division for 1913, 1914 and 1915, and the report of the Iowa Department for 1915-16.

Selection of Documents

In the distribution of documents, provision ought to be made for selection on the part of an individual library of the publications desired. Recently the Michigan State Library asked all of its exchanges to indicate just the series of reports they wanted to receive. The purpose back of this action was a desire to cut down the expense of state printing and binding. The real idea of selection is, however, that a library will secure and maintain a file of such state reports as are needed for its particular community. In this connection it is interesting to examine an analysis by Miss Mary F. Carpenter of "Wisconsin documents for libraries of not more than 5,000 volumes," published January, 1916. The list of documents is divided into four groups: (1) Documents to keep; (2) Documents to keep latest number only; (3) Documents to keep last five numbers; (4) Documents

to avoid. Usefulness to the community is emphasized as the basis for such selection. Suggestions were given regarding the volumes to be accessioned, the series to be bound, the titles to be kept in pamphlet boxes, the making of subject cards for the catalog, and special mailing lists on which the libraries should be included. A similar study was made by Ernest J. Reece for the Illinois documents issued between Jan. 1, 1914, and June 30, 1915. (University of Illinois Bulletin, Aug. 16, 1915.) He listed the titles of the most important documents of general and permanent interest, together with the names of certain periodical publications which should be accessible in every community. Information was given as to methods of securing any of the documents desired.

If such an analysis were made by each state library as a basis for distribution or for the use of small public libraries in maintaining their document files, a great change would result in the attitude of the librarians toward these publications. Instead of being something to be dreaded, the documents would be looked upon as part of the equipment for reference work, and librarians would welcome them to their shelves.

Record of Documents

Since the state library is the organization which takes interest in the document questions, one of its functions should be the preparation of a record of the state's publications. Each state library should issue a periodical or bulletin designed primarily as an organ for the advancement of the library interests of that state. One section of this publication should be devoted to state documents, either containing lists of the state's own publications, or special articles on using documents. As examples of some state library periodicals, mention is made of the following: In *News Notes of California Libraries* there appears regularly a section giving the titles of California state publications received during each quarter. Beginning with January, 1917, *Texas Libraries* added

a section on state documents. The editor of this periodical has expressed the desire to render the same service to *Texas Libraries* for Texas documents that the A. L. A. *Booklist* renders for Federal documents. The Wisconsin *Library Bulletin* maintains a department under the heading "Shirt sleeve literature." The editor presents notes on many miscellaneous items extremely useful in reference work, specially Wisconsin official publications. The Wisconsin State Historical Society began in February, 1917, to issue monthly a Checklist of Wisconsin Public Documents. This list is complete, including all the publications filed away as part of the state's archives. Quarterly there appears in *New York Libraries* an article on New York state publications which are considered as being of interest to a large number of libraries.

In Ohio a *State Document List* is issued by the Ohio State University Library, and contains, not the titles of documents received, but the titles of documents to be printed. Under existing conditions it was impossible to maintain with any degree of completeness a file of Ohio documents, without consulting the minutes of the State Board of Printing Commissioners.

It was then found that libraries were having trouble with Ohio publications; so arrangements were made to mimeograph the titles of authorized documents and to send the lists to such libraries as desired them. This service has been rendered for nearly two years, and though small has been appreciated.

The chief characteristic of such state lists ought to be completeness. All state libraries and many others receive the *Monthly List of State Publications*, issued by the Library of Congress, but it is a record only of the material deposited in the document division. It does not purport to be complete. Many libraries check not only the Library of Congress list but also the special state lists, as both seem necessary in order to have a state document collection approach completeness. But the Library of Congress list cannot

be sent to each library within all the states. Some record is necessary for the libraries which come within the sphere of activity of each state library, and that some state library periodical maintain a department devoted to documents, seems to be a means for assisting in the popularization of these publications.

Public Affairs Information Service

Within the last few years we have witnessed the growth of an organization which has done much to popularize the state document, namely, the Public Affairs Information Service. The weekly bulletins, cumulated numbers, and annual volumes contain references to the most important documents of the states, this class of literature being only one of many canvassed for references on public affairs. The supporters of this service are of two types, the subscribers and the coöperators, but only to the latter class do the full benefits accrue. Examination of the list of libraries supporting this service shows that only half of the states are represented in this coöperative enterprise. Each state library in the United States ought to be a coöperator, if not for its own sake, at least for the benefit of the other institutions supporting this service. Each state librarian owes it to the profession to keep the Public Affairs Information Service supplied with the state documents, so that patrons of the libraries in other states may have references to all important state publications. The weekly bulletins will place references to state documents in a librarian's hand, weeks and even months ahead of any other means of information. Illustrations of important documents located through this service are familiar to anyone who has used the bulletins—health insurance investigation reports, constitutional amendments, surveys, and laws of all kinds. The recording of such documents is distinctly popularization, because through such indexing they will be brought into use when otherwise most of these documents would never have seen the light of day at a reference desk. In this con-

nection the issues of the weekly bulletin for May, 1917, have been checked in order to ascertain how many entries are based on state documents, and show 169 entries, based entirely on state publications. In the two issues for June there are 56 citations, not including references to the digests of several governor's messages. These do not include any references to state affairs, laws or activities as cited from magazines, federal documents or pamphlet sources.

Classification and Cataloging

Much effective popularizing of state documents can be done within a library by classification and cataloging. The state documents ought to be given the same identical treatment as the books or periodicals. If an individual name were substituted for the corporate name there would be no question about handling the documents. Suppose a library added six new books which were the official reports of state commissions on the minimum wage. They would be filed in a document section, with six different states, and lost to the student who may be searching in the catalog for material on this subject or looking over the volumes on the shelves in a hope of finding something not caught in the catalog. Many illustrations can be cited, such as efficiency and economy surveys, school codes, taxation reports, insurance investigations, workmen's compensation, industrial accidents, social insurance and finance. In the way of serials, any library would be glad to add sets on charities, public utilities, highway engineering, American history, agriculture, forestry, dairying, education, public health and law. Yet all these subjects are covered by the states in their official publications, and real library service means the classification of these documents by the side of the books, periodicals and pamphlets, and the cataloging of these documents so that the entire resources of the library will be indicated in the card catalog. It is not necessary for a library to do all this work at once, but step by step single sub-

jects can be covered until finally the whole document collection is unified with the library proper. This means that users of the library will become familiar with certain classes of documents, because they will be requested from entries in the card catalog or selected from the shelves.

Changes in format

The suggestion has been made that changes in the format would make the state documents more popular. It is true that beautiful ladies and bewitching scenes adorn the covers of our fiction, but few books of a serious nature carry any appeals to our curiosity. The Federal Government has been making the series of Farmer's Bulletins more attractive by cover illustrations, and by a readjustment of the printing on the title page. The subjects of the bulletins are now given prominence, while the series and government authorship are relegated to a minor position on the title page. Some such changes might be made in state reports. The title page could be composed in such a way that a librarian or a patron might think he had a pamphlet or brochure, instead of a document! The same situation exists within a state report. Many tables appear year after year, just because somebody some time inserted them. Even the boxes for statistics will be set one way just because it has always been done that way. Any change from the old style is exceedingly difficult. Any treatment so administered is heroic, and results are hard to secure. This problem of editorship has been tried in Iowa by the state document editor and some of his experiences and difficulties are detailed in the 1915-16 report. In Ohio the Board of Printing Commissioners has attempted some editorship in refusing to print certain tables and in requiring certain condensation in order to compress a report within a certain specified number of pages. Undoubtedly there is great opportunity to improve the physical make-up of the documents, but whether the initiative

lies with the librarian or with the state officials, you are in the best position to decide.

Personal familiarity

In conclusion, let me say that no very effective popularization of state documents can be secured except by personal familiarity of the librarians with these publications. The documents must be handled and studied in order to be appreciated. The librarian is in a unique position in his conversation, correspondence, reference work, writings and public addresses, to bring into play the information secured from contact with the state and its documents and to further their popularization among the citizens of the several commonwealths.

President DULLARD: We will now hear from Mr. Milton J. Ferguson, on "California news."

CALIFORNIA NEWS

By Milton J. Ferguson,

Assistant Librarian, California State Library

While the saying is "no news is good news," we in California feel that our news is good news. Ten years ago we were trying to arouse interest in library activities; at that time we felt we were succeeding beyond reasonable expectations. Today when we look back we see how far we have gone. I hope here tonight to tell you some of the things which make us proud of our development, but not content with it. My talk may perhaps remind you of the story told by the dictionary—it is somewhat disconnected—but I can assure you it is all true.

County Free Libraries

As you perhaps know, the first county free library act in California was passed in 1909. It contained unfortunately certain shortcomings which rendered it practically unusable. In 1911 our present law was enacted. Under it the progress made toward giving the rural population library service has gone forward with increasing effectiveness. California has 58 counties.

Today all but seventeen of these counties have adopted the plan, though five of them have not yet begun active operation. I call your attention particularly to this fact, for it has a certain significance in respect to the few figures which I will shortly give you.

You know, I take it, why California adopted the county unit instead of one either larger or smaller. The state itself is too great to be served from one center; villages, or townships (which we have in name only) are too small both in area and in a financial way. By hitting upon the county as a unit we adopt something which already exists. The larger management of the county library is placed in the hands of the board of supervisors, a governing body which is closer to the people than is any other official board and which has power to do things. The wisdom of both decisions has been fully demonstrated by the growth of the California county free library system.

Thirty-five counties there are at the present time serving the people within their borders, not with traveling library sets, not with a few books which may be exchanged only at rare intervals, but with all the books they may require and in quite the same satisfactory manner as obtains in an up-to-date city. The county does not depend upon its own efforts alone in this service; the rare, the expensive, the unusual requests are filled by county requisitions upon the state library—all without expense to the county or to the borrower. The state library furthermore acts as the great reference center for all the libraries; to it are sent the questions which a less well equipped library cannot easily answer.

The most evident movement which is taking place among the county libraries is the consolidating of the service within their boundaries by the smaller public libraries becoming a part of the county system. Nor is the consolidation confined entirely to the less important public libraries; for in June, 1917, the Fresno (city) Public Library decided to become a part of the Fresno County Free Library.

Under the county free library plan we are not content to reach the adults only. Hence this law is so framed that school districts may join and receive service. The experience of the districts which have taken advantage of this provision is that the library becomes a live force, the right books in satisfactory quantities are obtainable and the progress made by the school is appreciably quickened. In the counties having county free libraries, there are 2,141 school districts, of which number 1,009 have joined the county free library system. During 1916, 454 took this step.

Seven years ago there were no county free libraries in California; today there are 35 in operation. They are spending during the fiscal year 1916-17 \$415,849; they have gathered together 685,390 books.

Library School

For many years California had no school for the instruction of library workers. Now there are four at which training may be had, from the summer course offered at the University of California to the very creditable one-year course of instruction in the California State Library School. To me naturally our own school holds first place. Our fourth class has just graduated. The number of students we take is limited to fifteen, and they are required to be college graduates. The instruction embraces the usual subjects taught at a library school, with particular emphasis upon the county free library system. The value of our school in this direction may be judged by the fact that although the school is but four years old already five of its graduates are at the head of county free libraries.

Home Teacher of the Blind

The California State Library is, I believe, the only similar institution which boasts of a home teacher of the blind. I say boasts advisedly, for it is something in which we take great pride. This teacher, Miss Kate M. Foley, lives in Los Angeles and meets blind persons both in classroom work at the Los Angeles County Free Li-

brary and also individually in their own home in Los Angeles and the neighboring cities. Miss Foley is blind herself, but wonderfully cheerful, self-reliant and inspiring to the unfortunates who are fortunate enough to come in contact with her. She is an excellent public speaker and is in constant demand wherever bodies of a public welfare character meet. Indeed the number of her engagements is only limited by the demands of her regular duties. The general public which is accustomed to think of the blind in tearful mood learns from her that pity is not what the blind need, but sympathy, understanding and an opportunity to live their lives in as nearly a normal manner as circumstances may permit.

With the help of Miss Foley and the interest which her activities and those of the head of our books for the blind department have aroused in this branch of our work, we are rapidly learning about every blind person in California and are ministering to their needs for literature—we are trying to make their lives more worth while to themselves and to the community. We have over 900 blind readers on our list, most of whom live in California, but many of whom are scattered over the western part of the United States. Our books for the blind number about 6,700.

Sutro Branch

I will not make it as a statement, but will ask you to answer whether California is not the first state to have a branch state library. This feature we do have to an important degree in the Sutro branch of the California State Library, located in San Francisco. The making of this gift by the heirs of the late Adolph Sutro at the special solicitation of Mr. Sutro's daughter and the executrix of his estate, Dr. Emma Merritt, is not news, for it took place in 1913. The combination of insufficient funds and the difficulties of getting the collection into usable order delayed the opening of the branch until January, 1917. As perhaps you may know, quarters have been rented in the Lane

Medical Library building, which is the medical library of the Leland Stanford Junior University. The building is new, modern in design and fireproof; and the floor which we have is desirable in many ways. The location is somewhat removed from the business center of San Francisco; but this drawback, if such it is considered, will be remedied in a short time by the erection of the \$1,000,000 San Francisco state building in the civic center, in which the Sutro branch will perhaps have quarters.

The books in this collection, numbering about 70,000 volumes, are not ordinary public library material. No effort will be made in this case, as none has ever been made with the main library at Sacramento, to compete with the work being done by the public libraries. Our aim is to supplement the effort of all other libraries of the state. We expect the Sutro branch to become the nucleus of library material of a reference character which may not be especially suited to the needs of the public libraries. That this expectation is not vain is proved by the fact that already the California Genealogical Society and the Astronomical Society of the Pacific have deposited their very considerable collections in the Sutro branch, to be administered in all respects as a part of the original library for the benefit of the public generally. Here we shall be able to do a work of great value to the specialist and the scholar, to whose use we will bring what remains of the original Sutro Library after the fire of 1906, and for whom we will gather together the books and other material which collectors will, we are sure, be glad to place in the state's care for preservation and for the benefit of the whole commonwealth.

New Buildings

Recent months have seen a new departure in California in the gifts by the Carnegie Corporation for county free library branches, of which nine have been built or are being built. A main building has been given to Modoc County; and

Madera County has built its own central building. San Francisco has just completed a beautiful edifice in Italian renaissance style, measuring 190x305 feet and costing more than \$1,000,000. This structure stands in the San Francisco civic center, just diagonally across the street from the site of the new San Francisco state building. The University of California is about to complete a \$400,000 addition to the Doe Memorial Library building, which will make that structure as a whole cost more than \$1,000,000. The original plans contemplated this addition, so that the new building operations are not so much in the nature of an addition as they are of a completion.

Perhaps you will be more interested in the new state library building. I can only say that we have expectations. The matter of a bond issue to provide \$3,000,000 to construct a state library and courts building and an office building was approved by the people in 1914. In 1913 the citizens of Sacramento voted to purchase, as a site for these buildings, two city blocks, contingent of course upon the approval of the state bond proposition.

After much negotiation the city of Sacramento has succeeded in securing possession of these two blocks and has tendered title to the state. There are certain minor defects which must be remedied before the state can accept the land, but it is confidently hoped the whole transfer will be consummated within the next month or two.

In general, the state library is to have the three lower floors of a four-story building, of which the courts will occupy the top story. The area covered will measure about 200x250 feet, on a block of about 320x360 feet, facing the present Capitol building. The office building, which will of course be made to harmonize with the library-courts structure, will occupy a similar city block and will also face the Capitol. The book stacks, with a present capacity of half a million volumes, capable of expansion, will occupy the center of the library building, and little

dependence will be placed on natural light. The various departments of the library are not to be bound by walls of such a permanent character that expansion or readjustment may not take place without remodeling the building.

Publication

News Notes of California Libraries, which is now in its twelfth year, has seemed to us ripe for a change in editorial policy. When this periodical was started little was known collectively of the work being done by the libraries of California. We have perhaps been over-insistent upon statistics; but the result has not been disappointing. Now, however, we feel that an annual statistical number will suffice; the three remaining issues each year will contain articles of interest to librarians, educators, and, we trust, the people generally. The first number under this new plan, dressed in a colored cover and somewhat slenderer in form, bears the date of April, 1917.

Increased Funds

It is always highly gratifying for the workers in any department of government to feel that their efforts are appreciated. Educators and librarians have become an accepted fact in the life of our people. If they were suddenly snatched away the public would feel their loss, just as it realizes the importance of a street car system not when things are running smoothly but when the wheels are not turning. It is, therefore, a fact upon which we library workers in California are accepting congratulations that, in this year of war and forced economies, the State Board of Control, with its thorough knowledge of every need of every department of the government, recommended to the legislature an increase in the biennial fund of the state library from \$190,000 to \$250,000. And with scarcely a word of opposition the legislature adopted the new figure.

Furthermore, as evidence of the esteem in which the builder of the library system of California is held, the salary of the

state librarian was raised from \$3,600 to \$5,000. There were, it is true, a few dissenting voices, but even those few made it very plain that their opposition was not to the merits of the proposition but to the expediency of using funds for an increase in the salary of even a tried and worthy official when this great war is making so many undeniable demands. But in the end it was decided that the recognition of a servant of such merit could not, at this time, do other than reflect credit upon the state.

Finally I desire to bring to you the greetings and the best wishes of that staunchest friend and most able co-worker, J. L. Gillis. He cannot well be with you today in person, but what he is and what he stands for are with you and your work in spirit.

The President then announced the appointment of the following committees:

Committee on Nominations: Mr. Ferguson of California, Mr. Wyer of New York, Mr. Montgomery of Pennsylvania.

Auditing committee: Mr. Small of Iowa, Mr. Godard of Connecticut, Mrs. Cobb of Georgia.

Committee on Resolutions: Mr. Glasier of Wisconsin, Mr. Brown of Indiana, Mr. Kavanaugh of Kentucky.

The program closed with a review of the new Texas county library law, by Mr. John E. Goodwin, librarian of the University of Texas. Mr. Goodwin gave a short introductory statement of the problem of providing libraries for rural Texas, and followed with an abstract of the recently enacted law. The law is given in full, together with an outline of its chief provisions and other explanatory matter, in the "County library number" of *Texas Libraries* (July, 1917).

The meeting then adjourned on motion.

SECOND SESSION

National Association of State Libraries.

Auditorium, Henry Watterson Hotel,
Saturday June 23, 8 p. m.

The meeting was called to order by President Dullard.

The report of the Public Archives committee, in the absence of the chairman, Mr. H. R. Mollwaine, was ordered printed in the proceedings without being read.

REPORT OF THE PUBLIC ARCHIVES COMMITTEE

The following report of the Public Archives committee of the National Association of State Libraries is respectfully submitted. It follows in form previous reports, consisting of archival information for the year from each of the states and territories of the Union and the Library of Congress—so far as it has been possible to obtain this information—given, in the main, in the words of the various archival workers of the country who have replied to the circular letters sent out by the chairman of the committee. The number of persons responding to these circular letters, and consequently the number of states and territories for which information is given in the present report, is about the same as heretofore. Though very regrettable gaps appear in the report, still it is hoped that as a whole the report will be found of value.

Alabama—Dr. Thomas M. Owen, director of the Alabama State Department of Archives and History, has prepared a report on archive conditions in the state, supplementary to the report made to the Berkeley Conference, *A. L. A. Bulletin*, 1915, Vol. 9, pp. 309-310, viz.:

"There is nothing new to chronicle in reference to Alabama archives. From time to time as opportunity has offered, various groups of the collection have been re-examined, with some consequent rearrangement. Misfiled documents have been restored to their proper places.

"No chance has been found desirable in the policy projected in preceding reports. Indeed, the constant use of the documents has more than justified the decision to retain everything in the same order or classification as obtained originally in the offices of origin. The laws regulating the keeping of the given groups have been looked up, and references made in the

checklist, thus indicating as far as possible the genesis of all parts of the collection.

"Some few bound volumes and bundles of old papers have reached us from offices and departments which had not before turned over everything to us, and these have served to fill gaps. Very few items of this sort, however, can be expected in the future. It may be confidently stated that in Alabama the state archives have been as nearly centralized as such a thing is possible. It is further to be stated that no selections have been made, but that everything whatever heretofore preserved has been carefully husbanded. The only thing now remaining in the various offices, departments, commissions, bureaus and boards of the State are the bound books, letter files and document files in current use.

"Approximately 100 old volumes have been rebound in the preceding two years.

"The fall session of the legislature of Alabama passed an act of great importance, approved August 20, 1915, and which is here set out in full:

AN ACT to require the accurate keeping and safe preservation of all books, papers and documents of public officers and servants, and to provide the punishment for failure to comply with the terms of this Act.

Be it enacted by the Legislature of Alabama:

1. That it is hereby made the duty of all public officers and servants to correctly make and accurately keep in and for their respective offices, or places of business all such books, or sets of books, documents, files, papers, letters and copies of letters, as at all times to afford full and detailed information in reference to the activities or business required to be done or carried on by such officer or servant, and from which the actual status and condition of such activities and businesses can be ascertained without extraneous information; and all of the books, documents, files, papers, letters, and copies of letters so made and kept, shall be carefully protected and safely preserved, and guarded from mutilation, loss or destruction.

2. That the books, documents and files shall be uniform in size and general style of make-up and binding throughout the

several state offices and departments, and in their manufacture the best grades of paper, inks and binding shall be employed; and only papers, inks, typewriter ribbons, carbon papers, and ink pads of a permanent and nondestructible character shall be used in any of such offices or departments. In contracting for the record books, letter heads or other writing papers, follow sheets, inks, typewriter ribbons, carbon papers and stamp pads, the secretary of state or other officer, officers or agents charged with the selection or purchase thereof, are hereby directed to require substantial uniformity as above provided, and to select only such books or other materials as conform to the requirements herein specified, to the end that all state, county and institutional records may be lasting and permanent.

3. That it is hereby made the duty of all public officers and servants of the state whenever any book, paper or document pertaining to the affairs, business or transactions of their office, has ceased to be current, to deliver the same together with a list of such books, papers and documents, to the director of the department of archives and history, receiving in return therefor a receipt from such director which shall also contain a list of such books, papers and documents; and that all such books, papers and documents of officers and servants of counties and cities shall be, when they cease to be current, like manner delivered to the probate judge of such county, and to the mayor, president of the city commission or other executive officer of the city, and in like manner, such officer to whom such books, papers and documents are delivered shall give his receipt therefor.

4. That all public officers and servants of this state are hereby required to turn over to their successor in office, together with a list thereof, all current books, papers and documents pertaining to the business, affairs or transactions of their office, taking a receipt therefor, which said receipt shall also contain a list of all such books, papers and documents.

5. That it is hereby made a misdemeanor for any public officer or servant to violate or fail to comply with any of the provisions of this act, and any such person violating any of the provisions of this act may, upon conviction, be fined not exceeding five hundred dollars, and may also be sentenced to hard labor for the county for not exceeding six months, at the discretion of the court or jury trying the case.

6. That any officer or servant violating any of the provisions of this act, if such

violation is of such a nature as to render it impossible or impracticable to ascertain the correct status of the business, affairs or finances of his office without extraneous evidence, such a violation shall constitute a felony, and, upon conviction therefor, such officers or servant shall be punished by imprisonment in the penitentiary of this state for not less than two nor more than ten years.

7. That a public officer or servant, as used in this act, is intended to and shall include, in addition to the ordinary public offices, departments, commissions, bureaus and boards of the state, and the public officers and servants of counties, cities and towns, all persons whatsoever occupying positions in state institutions.

8. That all laws and parts of laws in conflict with any provision of this act are hereby expressly repealed.

"The same session, by act of August 31, 1915, in reorganizing the Board of Dental Examiners of the state, provided for the deposit of the entire collection of examination papers, including questions and answers, with a separate list of the names of those taking each examination, and the numbers under which the examination was taken, with the Alabama State Department of Archives and History. The examination papers so filed shall be preserved for five years, and shall at all reasonable office hours be open to examination by any citizen of the state."

Alaska — Hon. J. F. A. Strong, governor of Alaska, and custodian of the Alaska Historical Library and Museum, Writes (May 8):

"No forward step has been taken toward the erection of a suitable building in which the archives may be stored. These records are now as carefully safeguarded as is possible in all circumstances. Our collection includes many of the archives under the Russian régime."

Arizona — Mr. Thomas Edwin Farish, Arizona historian, writes (June 7):

"The archives of the territory of Arizona, up to the time of the removal of the capital from Prescott to Phoenix, in 1899, were very incomplete. Since that time, however, in the territorial offices the records have been kept of such offices, and upon the formation of the state, of course,

were transferred to the state offices. These records, I understand, are all accessible to the public."

Arkansas—On May 1, Mr. Dallas T. Herndon, secretary of the Arkansas History Commission, wrote a letter to the chairman of this committee and sent copies of the Bulletin of Information of the Arkansas History Commission for 1915 and 1916, containing printed reports of the secretary of the commission dated January 16, 1915, and January 8, 1916, and sent, in addition, a typewritten summary of his report made in January, 1917, not yet printed. These show the excellent work that the secretary has been doing and is doing in the collection and indexing of Arkansas historical material, both in print and in manuscript. Three paragraphs from the report for January, 1917, follow:

"Again, the commission has saved the state thousands upon thousands of its most priceless documents—books and official records. Except for the efforts of the commission, vast quantities of such material in and around the old state house would in all probability have gone to utter waste."

"The commission is required by law to prepare and publish rosters of all troops enlisted from Arkansas in all wars in which our people have participated. This duty has been performed acceptably for the Arkansas volunteers who served in the war with Mexico under Col. Archibald Yell."

"Much progress likewise has been made in the preparation of a roster of the Confederate soldiers who went out from Arkansas. The commission now has a roll of more than 20,000 names. These are arranged in alphabetical order. The name of each soldier has been recorded on a specially prepared card, and with the name of each soldier is to be found whatever else is known about his service."

California—Under date of March 16, Mr. Edward L. Head, keeper of the archives of California, writes as follows:

"Our archives are all contained in three vaults and two rooms. One room has been constructed during 1916 with an appro-

priation of \$3,500 from the 1915 legislature; it is fireproof, containing all-steel furniture, and measures 20x45 feet. We were greatly cramped, and this will give us more room in which to file our archives, making them easier of access. The legislature at this session passed a bill appropriating \$4,000 to install steel furniture in our corporation room, or vault, on the first floor, adjoining our business offices. There were old wooden filing boxes in this vault, and by placing steel ones there we will obtain one-third more room for filing space. The governor signed the bill yesterday; so we will go ahead and make the change as soon as we can get bids.

"Last year I prepared a report, with a full list of the contents of all of our state archives, for the American Historical Association, at the request of Victor Hugo Paltsits, chairman of the Public Archives Commission. It contains thirty-seven typewritten pages, and is the first report made in full upon the archives of California. Mr. Paltsits wrote that it would be printed during 1917, in the report on state archives.

"Our archives are in good shape and accessible to all who desire to take advantage of what they contain."

Colorado—A telegram, dated June 14, received from the state librarian of Colorado, gives the information that no change is to be reported in reference to the Colorado archives for the past year.

Connecticut—Mr. George S. Godard, librarian of the Connecticut State Library, reports as follows (May 10):

"Fifty-four probate districts out of the 114 in the state, extending from 1636 to 1914 in some districts, have placed their original files in the state library. These have all been arranged by estates alphabetically in their respective districts. The papers of nearly 100,000 estates, consisting of practically 500,000 documents, are now immediately accessible. By means of the official receipt for these papers the contents of the original volumes of records, which are retained in the offices of the several judges of probate, are made accessible, for the receipt is in the form of an index which

itemizes the several papers included in each estate.

"Some of the earlier churches in different parts of the state have taken advantage of the facilities offered and have deposited by official vote their official records. These semi-public records are of great importance in New England, for it was about the several churches that new towns were formed. It is principally to these church records that one must look for the vital records of Connecticut prior to 1850.

"Individuals continue to present collections of public and semi-public papers which have descended to them. These collections are placed with others and fully indexed. The contents of both the official and semi-official documents are made accessible by means of the photostat.

"County court records are now being received. Of the eight counties, the records of two have been received, and two others are arranging to deposit their original files—in some cases the volumes of records also.

"The latest large addition in the line of records is the 'Connecticut Military and Automobile Census' of 1917, which is now in progress. The records of practically 50,000 men of military age are available.

"The examiner of public records has by the General Assembly of 1917 been made responsible for the proper indexing of the land records in the 168 towns of the state. The paper, ink and bindings of these records have already been placed under his supervision. The examiner of public records is an official of the state library appointed for an indefinite term.

"The work upon the public records and archives of the state is progressing very satisfactorily."

Delaware — Mr. Walter G. Tatnall, state archivist of Delaware, writes (June 6):

"Since the last report the Public Archives Commission of Delaware has published two volumes of Delaware archives, composed of military records of the state from the Revolutionary War to the close of the War of 1812. These two volumes are classed

as numbers 4 and 5, number 3 being reserved for a future publication of revolutionary data found since publication of volumes 1 and 2.

"The work of the commission is concentrated upon the compilation of marriage records obtainable in the state, using as a basis 18,000 old marriage bonds found among the archives. The collection will be, as nearly as possible, a complete record of all marriages made in this state, and it will take four or five years to complete it. In addition to this, the commission is removing from all county buildings of the state all papers and books of date previous to 1850 and placing them in the Hall of Records, for classification and indexing."

Florida—No report.

Georgia—Mrs. Maud Barker Cobb, state librarian, writes (April 30):

"Since the 1916 report to the Public Archives Committee only one volume has been issued by the compiler of state records—volume 25, Colonial, entitled 'Original papers, Correspondence of Trustees, General Oglethorpe and Others, 1745-1750.'

"In 1916 a resolution was passed by the general assembly authorizing the compiler of state records to accept on deposit historical records, documents and books collected by state organizations of the D. A. R. for the service of the state for reference and for the inspection of the public.

"It is now planned, with the support of the Georgia Historical Association and all other patriotic societies of the state to introduce at the next session of the legislature, convening in June, a bill for the creation of a department of archives of which the present office of compiler of state records will be the nucleus, which shall be the central depository for every official record of any department whatever as soon as it ceases to be current, the archivist to be selected for a period of from four to six years by a commission composed of certain state officials, with offices at the seat of government.

"At the organization meeting of the Georgia Historical Association, held in April, a paper, with an accompanying bibli-

ography, was presented by Mrs. M. B. Cobb, state librarian. The bibliography incorporates all items contained in the American Historical Association Report, 1903, that could be located, and, in addition, a considerable number of records never before reported. It is distinctly a trial bibliography, as the careful collection and examination must be left to some person officially designated for the purpose and with unlimited time for the work."

Hawaii—Mr. R. C. Lydecker, librarian of the public archives of Hawaii, writes (May 18):

"In former communications I have outlined what Hawaii is doing in reference to the care and preservation of its archives. The bureau is now firmly established, and its value to the government and to the general public fully recognized.

"When the bureau was first established, in 1905, a large number looked upon it as a sort of fad. These people have been gradually educated up to the value of the work, and the bureau now has the support of all. After years of labor, the arrangement and classification are such that any document wanted is readily available. Thousands have been card-indexed, and this work is going steadily on, and the classification of those not indexed is such that it amounts to almost an index in itself.

"The legislature, appreciating what has been and is being done, made liberal appropriations for the coming biennial period. The bureau has now attained a high degree of efficiency, and, with the liberal support it is receiving, that efficiency will be increased. It took a campaign of education, but we have finally arrived, and were it proposed today to discontinue the work, a universal protest would go up from one end of the territory to the other. Hawaii has learned the value of its archives, and, though one of the smallest commonwealths under the flag, it stands in the front rank in this respect."

Idaho—The Idaho archives have recently been surveyed for the American Historical Association by Dr. Thomas M.

Marshall, of the University of Chicago, formerly associate professor of history at the University of Idaho. All offices and vaults in the capitol were examined. The report, which will cover about 100 pages, is now (June, 1917) being put into shape for publication in the annual report of the association.

Illinois—No report.

Indiana — Mr. Harlow Lindley, director of the Department of Indiana History and Archives, writes (May 7):

"During the year there has been published by the Indiana Historical Commission, in connection with the state centennial celebration activities, two volumes entitled 'Constitution making in Indiana.' These contain, in addition to a carefully prepared historical introduction, a complete record of all constitutional documents relating to Indiana from the resolution for the cession of Western lands in 1780 down to 1916.

"Most of the energies of the Department of Indiana History and Archives during the past year have been directed by the centennial movement in the state toward assisting schools and clubs in the study of the history of Indiana. The organization and classification of the public archives in our possession have gone on, and we are now preparing a volume for publication of early historical manuscripts relating to Indiana which go back to the middle of the eighteenth century. These are mostly from the collection of Laselle papers which this department secured a few years ago. Most of them are historical manuscripts, rather than public archives, although some of them do fall under the latter head."

Iowa—No report.

Kansas—Miss Clara Francis, librarian of the Kansas State Historical Society and Department of Archives, writes (May 1):

"The situation here as regards archives is not encouraging. Again the legislature failed to provide adequate equipment for our archives department, and thus for two years to come our work will continue greatly hampered. There have been no

large accessions to the department since 1916.

"A very interesting piece of work has been carried to conclusion in the arrangement and indexing of manuscript road maps and early county maps and plats of towns dating from 1855 to 1881. Many of these maps carry with them, besides the field notes, reports of the county commissioners. The working over of this material brings to light numerous extinct town sites and early historical locations, all of which will be of use to students in early Kansas history."

Kentucky—Mr. P. F. Taylor, former archivist of Kentucky, died in November, 1915, and no one has been appointed to take his place. (Information received in a letter from Mrs. Jennie C. Morton, regent of the Kentucky State Historical Society, dated May 5.)

Louisiana—No report.

Maine—Mr. William F. Livingston, assistant librarian of the Maine State Library, writes (May 3):

Such documents [the state archives] have not been transferred to a central depository but are kept mostly in the offices of their origin. The Maine State Library is limited in its facilities for storing any archives. The legislature, however, in 1917 passed a resolve relating to securing plans for a new state library building, the resolve providing that the governor of the state, and four other persons, to be appointed by him, one of whom shall be an active librarian, shall constitute a commission to investigate the needs for a state library building and report to the next legislature. Doubtless this commission in reporting to the next legislature the needs of a new state library building will emphasize the necessity of facilities for the surer preservation of public archives and for making them more readily available for the use of students; and the necessity that the new state library building shall have a proper depository for public archives, especially state archives.

"The Maine Historical Society, which has been printing, in its 'Documentary series,'

many original papers relating to the history of the state, has added two more volumes to the series, volumes 23 and 24, which contain documents relating to the Indians of Maine."

Maryland—Volume 36 of the "Maryland Archives" has been published by the Maryland Historical Society, the custodian of the colonial and revolutionary records of the state. This volume has the title "Proceedings and acts of the assembly, 1717-1729. Appendix of unpublished acts, 1714-1726." (Information furnished May 9, by Miss Nettie V. Mace, state librarian.)

Massachusetts—The Hon. Albert P. Langtry, secretary of the commonwealth of Massachusetts, reports as follows (May 11):

"A resolve has been passed by the legislature appropriating \$5,000 for the installation and maintenance of a photostat in the archives division. It is intended to reproduce the entire Massachusetts' archives manuscript collection, comprised in 322 volumes and covering the period 1630-1790. As the work of reproduction progresses, the volumes containing the priceless originals will be stored, and thereafter the bound volumes of photostat prints will be used by the clerks and visitors in making historical researches. In addition, the acquisition of the photostat will enable this office to furnish photoprints of documents, plans, etc., to historical societies and individuals."

Michigan—Dr. George N. Fuller, archivist of the Michigan Historical Commission, writes (May 7):

"The legislature has voted \$800,000 for a new addition to the state house, in which will be housed the state library and the archives of the historical commission. The appropriation of the commission has been raised from \$6,000 to \$15,000 annually. The commission will undertake at once the listing of materials in all local depositories of the state and the making of a complete descriptive bibliography of this material. As soon as the building is ready, work of taking over much of this local material will begin, to include all

documents over thirty years old which the commission may regard as having historical value."

Minnesota—Dr. Solon J. Buck, superintendent of the Minnesota Historical Society, writes (May 1):

"The inventory of the state archives prepared several years ago by Mr. Herbert A. Kellar has finally been published under the title of 'A preliminary survey of the more important archives of the territory and state of Minnesota.' It comprises pages 385-476 of the annual report of the American Historical Association for 1914, volume 1 (Washington, 1916). A number of separates of this inventory were furnished to us by the association and distributed to members of the legislature and state officers.

"The act of 1915 relating to the building of the Minnesota Historical Society provided that it should be erected for 'the Minnesota Historical Society and for the care, preservation, and protection of the state archives.' For the purpose of giving effect to this provision, 'A bill for an act to authorize the Minnesota Historical Society to act as custodian of the state and local archives and to provide for the collection and administration of public records' . . . was introduced at the session of the legislature just ended. This bill passed the Senate by a unanimous vote, but because of the pressure of legislative matters at the close of the session it was not acted upon by the House. The society inserted in its budget for the biennium 1917-19 a request for appropriations of \$3,000 for the first and \$5,000 for the second year of the biennium for archives work, but these appropriations were not made.

"The new building of the society will be completed in October, and it is expected that a beginning will be made of archive work on a small scale, in spite of the lack of appropriations and of specific authorization.

"In September, 1916, the society appointed a field agent, who, in connection with other work for the society, is making

an inventory of the archives of the various counties of the state. This work is progressing slowly, but it is expected that it will result ultimately in a guidebook to the county archives of Minnesota similar to the one for Illinois recently published by the Illinois State Historical Library."

Mississippi—Under date of May 7, the following report on the archives of Mississippi was sent by Dr. Dunbar Rowland, director of the Mississippi Department of Archives and History, and with it was sent an account of the work of the Mississippi Historical Society. This account is also here given in full because of the connection between the society and the archives department:

The Mississippi Department of Archives and History was created by an act of the legislature, approved February 26, 1902. The purposes of its creation, in broad terms, are the centralization, classification, and publication of the state's historical archives, the building up of a portrait and art gallery and museum, the collection of historical manuscripts of an unofficial nature, the establishment of an historical library of books, pamphlets and newspapers, and the diffusion of a knowledge of Mississippi history. These activities have been in successful operation for the past fifteen years.

As an agency for the custody of Mississippi archives, the department has collected and scientifically classified for ready use over one million historical documents, and a printed guide or finding list to the collections has been published. There is possibly a greater and more perfect centralization of the historical archives of Mississippi in one department, and under one control, than exists in any other state in the Union.

As an agency for the collection of transcripts of French, English, and Spanish archives concerning Mississippi history, the department has in its custody, arranged in bound volumes, the following transcripts: French, 1678-1763, 34 volumes; English, 1763-1781, 20 volumes; Spanish, 1759-1820, 9 volumes.

As an agency for the collection of Mississippi newspapers, the department has 2,000 files, extending from 1805 to 1917.

As a publishing agency, the department has published twenty-one volumes, consisting of historical sources, official and statistical registers and reports.

The department is supported by the state

and is governed by a board of trustees, consisting of nine members. Its executive officer is the director, and it is free from political control.

The principal publishing activity of the department, during the past year, has been the editing and publishing of the 'Letter books' of Governor W. C. C. Claiborne, invaluable historical sources for the history of the Old Southwest from 1801 to 1816. This six-volume publication is now being distributed.

The Mississippi Historical Society was organized in 1898, by Dr. Franklin L. Riley, who was at that time professor of history at the state university. He was the secretary of the society until his removal from the state, in 1914. The society is supported by an appropriation from the state and by annual dues from members. Its publications consist of fifteen volumes containing about three hundred monographs on subjects dealing with Mississippi history. The work of the society has been placed under the management of Dr. Dunbar Rowland, director of the State Department of Archives and History since its creation in 1902.

Under his management, a new series of publications has been begun, under the title 'Centenary Series,' in honor of the one hundredth anniversary of the state's admission into the Union. The first volume of that series has been published and is now being distributed. It contains four notable contributions to Mississippi history.

The society is not an agency for the collection of historical material, its purpose being to organize the historical spirit among the people and to afford a medium for the publication of historical monographs. It is believed that the coördination of the work of the society with the State Historical Department is the best method to insure its stability and usefulness. That purpose was in the thought of the legislature in providing the means for the support of the society.

Missouri—No report.

Montana—Mr. W. Y. Pemberton, librarian of the State Historical and Miscellaneous Library of Montana, writes (May 2):

"We have had an unusually good year in collecting historical manuscripts, and the legislature at its session just passed has allowed us an added appropriation for this work. A valuable collection of letters and official papers belonging to Major Martin

Maginnis, who was for six terms territorial delegate to Congress from Montana, has also come into our hands. We have still been unable to print the next volume of our 'Contributions,' but we hope to do so this coming summer."

Nebraska—No report.

Nevada—Under date of May 3, Mr. Frank J. Pyne, librarian of the Nevada State Library, writes that the Nevada archives are in the same condition as when the report for the preceding year was made.

New Hampshire—Mr. Arthur H. Chase, librarian of the New Hampshire State Library, writes (April 30):

"Public archives in this state are on file in the offices of origin. Fairly good indexes are kept, and they are accessible to the public. The secretary of state is at present engaged in making copies of all the town records of the state up to a certain date to be kept on file in his office."

New Jersey—No report.

New Mexico—Mrs. Anita J. Chapman, librarian of the New Mexico State Library, sends, with a letter dated May 19, a copy of the act passed by the legislative assembly of the territory of New Mexico in 1903, providing that the old Spanish and Mexican archives of New Mexico antedating the year 1850 should be sent to the Library of Congress for classification, study, and possible publication. The act provided that all should be returned to New Mexico within five years. Mrs. Chapman writes that up to date not one of them has been returned, that no copy of any one of them which may have been published has been received, and that no information in regard to them has been secured from the Library of Congress.

New York—Mr. Peter Nelson, archivist in the manuscripts section of the New York State Library, writes (May 21):

"The library has received no important accession of archive material during the past year. The supervision of local public records is now vested in the Division of Archives and History, of which Dr. James Sullivan became the director last September. On the same date Mr. James A. Hol-

den became assistant in charge of public records."

The following statement has been furnished by Dr. Sullivan for this report:

In New York state, under the present records law, there are 60 counties, 56 cities, 944 towns and 469 incorporated villages under the supervision of the Division of Archives and History. As New York and Kings counties have public records commissioners of their own, they do not come under the jurisdiction of this division. Since September 1, 1916, 116 towns and 30 villages have reported as having secured safety containers or as having built suitable and appropriate vaults. A careful survey made by Mr. Holden through the medium of correspondence shows that at present there are a total of 63 towns and 91 villages without any sort of record protection whatever. In addition to this, there are 132 towns and 76 villages in which there is either a lack of protection or some defect in methods.

Within the year new fireproof buildings or additions for the accommodation of records have been erected or acquired in Suffolk, Nassau, Bronx, Westchester, Rensselaer, Orange, and Albany counties. The new county building in Richmond is about completed and will be ready for occupancy in the near future. Sites for new buildings have been provided in Herkimer and Ulster counties.

In the cities of Albany and Canandaigua the city halls are being renovated and fireproofed. In Plattsburg plans for a new building have been projected. One new town hall has been finished and others have been voted in three of the towns of Long Island. New village halls have been opened in two villages of this state and one other has been voted, while plans have been drawn for still a fourth.

Records in Herkimer, Oneida, and Warren counties have been repaired and rebound where necessary. In many of the larger counties regular bookbinders are in the employ of the county, and the work of repairing and rebinding is conducted as a part of the regular office routine. The same may be said of the records which need recopying.

Conditions of overcrowding or lack of approved protection are still notably bad in Erie, Tompkins, Ulster, Clinton, and Lewis counties, as shown by reports or personal inspections. The same is true of the cities of Buffalo, Syracuse, and Utica.

In addition to the voluminous correspondence which has gone on with the record-keeping officials throughout the state,

personal visits have been made and conditions reported upon in the record offices of twenty counties, nine cities, twenty towns, and fifteen villages.

During the year lists of approved safes and containers and specifications for vaults have been prepared, and quite generally sent out.

The questions of standard inks, type-writer ribbons, and carbons, correspondence and record papers are being considered, and the results of the division's investigations will be, it is expected, published later in a department pamphlet. The division has also in preparation plans for inexpensive town and village halls to be constructed either of concrete or sheet metal so as to be completely fireproof. Further plans provide for the systematic cataloging of the public records of New York state. This work has already been begun in a small way, but next year it is hoped it may be actively proceeded with.

It is deeply to be regretted that reports from all over the state show there has been in the past a loss of most valuable historic material, either through fire, carelessness, negligence of officials, or through lack of interest on the part of those who should have protected the data from which our early state history might have been officially written.

As a whole, however, the public record work in New York state may be said to be proceeding in a satisfactory manner, the officials in charge having met, in most cases, with the hearty coöperation and assistance of the record-keeping officials and of the various boards having to do with the supply of the necessary funds for the work.

Taking it all in all, therefore, it can be stated that the prospects for the safeguarding and protection of records in New York state have never been as bright as they are today.

North Carolina—With a letter dated May 3, Mr. R. D. W. Connor, secretary of the North Carolina Historical Commission, sends the following summary of the work of the North Carolina Historical Commission for the year ending November 30, 1916:

1. Completed the arrangement and filing of the letters and papers of the governors of North Carolina, 1735-1889.
2. Reinforced 1,062 manuscripts, restored 2,689, mounted for permanent binding 5,435.
3. Made a card index to the documents in 24 different collections.

4. Added to the collections of the commission 46 photostat prints, 1,580 original manuscripts, and 30 bound volumes of documents.

5. Published one bulletin and reprinted 5 more.

6. The commission received, as trustee, two funds for historical research, one of \$500 annually, created by General Julian S. Carr, to be known as 'The Jule Carr research fund,' for the purpose of locating, collecting, and preserving relics and documents relating to the history of North Carolina; the other, the 'North Carolina Confederate history fund,' of \$25,000, donated by Mr. R. H. Ricks to the historical commission for the purpose of having written a history of North Carolina in the Civil war.

North Dakota—Mrs. Minnie Clarke Budlong, secretary and director of the Public Library Commission of North Dakota, gives the information in a letter dated May 1 that there has been no systematic work done as yet in North Dakota looking toward the preservation of the state archives.

Ohio—Mr. C. B. Galbreath, librarian of the Ohio State Library, writes (June 7):

"I very much regret to say that nothing has been done within the past year to preserve the archives of our state and to make them more readily available for use. In past years, the state librarian has appealed to the general assembly to make provision for a department of archives, but without result. It is difficult to interest any considerable number of our legislators. Our library commissioners are awaiting a more propitious time for the presentation of this subject, the importance of which they thoroughly appreciate."

Oklahoma—No report.

Oregon—Miss Cornelia Marvin, librarian of the Oregon State Library, writes, under date of May 4, that the secretary of state is the custodian of all the records of Oregon except departmental records, and that he is very careful of them, but that no special provision has been made for them. They are, however, carefully stored away.

Pennsylvania—Mr. Thomas L. Montgomery, librarian of the Pennsylvania State Library, sent on June 11 a copy of his report for 1916, from which the following paragraph is quoted:

"The division [Division of Public Rec-

ords] has completed the Northampton county papers in nineteen volumes and the Bedford county papers in eleven volumes; has indexed by names or subjects nineteen volumes of Provincial papers; and has organized and made accessible a large number of manuscripts connected with the organization of the state militia during the years 1820 to 1840, together with a mass of miscellaneous documents covering the same period, also marriage, birth, and death records of thirteen counties for the years 1852, 1853, 1854; and has prepared the index for two volumes of the 'Frontier Forts of Pennsylvania'."

Philippine Islands—M. de Griart, assistant director, Division of Archives, Philippine Library and Museum, sends under date of June 18 statistics which show increased activity in the classifying and filing of documents relating to lands and judicial matters and the making of index cards for notarial registers, proclamations, decrees, circulars, etc.

Porto Rico—No report.

Rhode Island—Mr. Herbert O. Brigham, librarian of the Rhode Island State Library and also State Record Commissioner, sent the annual report of the State Record Commissioner for 1916, from which it is learned that the work of his office relating to the inspection and care of the records of the several cities and towns of Rhode Island went on as usual throughout the year, but that the compilation of information relating to the service of soldiers in the Revolutionary war was handicapped by the illness of the record assistant. The research in Washington for material relating to the services of Rhode Island troops in the Revolutionary war, which has been going on for some years, will be completed the present year.

Mr. Brigham also sent a letter, dated April 21, from which the following quotation is made:

"Outside of the material contained in the report submitted there is no information of value. The archives in the state house are in the possession of the secretary of state and are placed in fireproof

receptacles. Their condition is excellent, and they are accessible to the general public, but it is to be hoped that during the present year a certain amount of rearrangement and classification of the material may be undertaken."

South Carolina—From an undated letter received from Mr. A. S. Salley, Jr., secretary of the Historical Commission of South Carolina, it is learned that during the year 1916 a volume entitled "Warrants for land in South Carolina, 1692-1711," fully indexed, was published by the commission. There was also compiled a roster of the line volunteers, of the Confederate States men of the third regiment of South Carolina provisional army, which was printed, and is a part of volume 2 of "South Carolina troops in the Confederate service." There was also prepared for publication a volume of "Commissions and instructions from the Lords Proprietors of South Carolina to officials in South Carolina" and "Journal of the House of Representatives of South Carolina for the session beginning January 8, 1782, and ending February 26, 1782." A number of manuscripts were indexed and a number were filed. A few additional records were acquired during the year, chiefly relating to South Carolina troops in the Confederate and the Revolutionary service.

South Dakota—Mr. Doane Robinson, secretary and superintendent of the Department of History of South Dakota, writes (May 5) that the report submitted last year covers conditions to date.

Tennessee—No report.

Texas—Mr. Sinclair Moreland, state archivist and historian, reports as follows (June 11):

"The Archive and History Department is, and should be, one of the most important departments of the state. In this department there should be a most careful and thorough classification of all papers, manuscripts, books, documents, etc., and then in turn a complete catalog and index of all classified papers. Unless this is done, the department, with its mass of material, is of very little value. With this in view, the Archive and History Department of the

Texas State Library has been very diligent in making the department more efficient in many ways.

"During the past winter the department received from the press its first series of 'Texas governors' messages.' The legislature made an appropriation to be expended in preparing for the press and printing volumes of Texas archives. It was thought expedient to publish the governors' messages first, beginning with the Coke administration and following chronologically the administrations of the several governors down to and including the administrations of the present governor, Hon. James E. Ferguson.

"The state archivist and historian is continuing his search for historical letters, documents, manuscripts, etc., and he hopes, before the year has passed, to be successful in securing many such papers. From one person was received a couple of interesting documents executed by Sam Houston. From another person was received a small package of letters written to Col. Juan N. Seguin, commander of the only Mexican company that fought in the cause of Texas. A painting of this worthy patriot was purchased of his son. This department recently purchased the memoirs of the late W. P. Zuber, one of the last survivors of the battle of San Jacinto. This is a very interesting and valuable work, on which Captain Zuber, during the last days of his life, spent much time, money, and thought. It reviews eighty years of his life in Texas.

"As a result of the Federal pension act of March, 1917, which includes frontier and ranger service from Jan. 1, 1859, to Jan. 1, 1861, and from 1866 to 1877, inclusive, this department has been besieged with inquiries from those who are eligible under this act, relative to records of service as shown by the numerous muster rolls of the periods designated. This necessitated immediate classification and indexing of the muster rolls, which work has just been completed.

"The Archive and History Department, in addition to its many other duties, operates an information bureau which deals

exclusively with historical questions. This is of much benefit to the people of Texas and other states."

United States, Library of Congress—Dr. Gaillard Hunt, chief of the Manuscripts Division of the Library of Congress, writes (May 1):

"There has been no change in the status of the archive question in Washington, nor do I apprehend that any notice will be taken of this matter until peace shall have been restored."

Utah—Under date of June 11, Mr. H. W. Griffith, librarian of the Supreme Court Library of the State of Utah, writes as follows:

"The general assembly of Utah at its last session passed the following act of importance relating to the archives of the state:

"The State Historical Society of Utah, founded on the 22d day of July, 1897, and incorporated under the laws of the state, and now in existence, is hereby recognized as a state institution, with full power to carry out the objects and purposes for which it was organized.

The said society shall hold all its present and future collections of property for the state, and it is hereby made custodian of all records, documents, relics, and other material of historic value, which are now or hereafter may be in charge of any state, county, or other official, not required by law to be kept as a part of the public records, ten years after the current use of same or sooner in the discretion of the heads of such departments, and copies thereof when made and certified by the secretary of said society under oath and seal shall have the same force and effect as if made by the original custodian.

The said society shall keep all collections made by it in suitable and convenient rooms to be provided by the secretary of state or the board of regents of the University of Utah, and shall properly catalog, arrange and display the same for the use of the public.

The board of control of said society shall keep a correct account of funds received and disbursed by it and shall make reports to the governor as in the case of other state institutions.'

"Mr. J. R. Letcher, assistant secretary of state, who acted for a number of years as honorable secretary of the society, was

the gentleman instrumental in getting the society recognized."

Vermont—No report.

Virginia—The general assembly of 1916 made an appropriation with which to publish the journals of the Council of Virginia in its legislative capacity as the upper house of the general assembly of colonial Virginia. The library board decided that these journals should be printed in the same form as that used in the printing of the journals of the House of Burgesses, since the two sets of journals so manifestly supplement each other and council journals are, page for page, just as valuable, from an historical standpoint, as are the house journals. The records kept by the council were, however, less extensive from day to day than were the records of the house. Moreover, it has been decided not to print such speeches and communications as have already been printed in the house journals, but merely to give references to the printed house journals. Accordingly, it will be possible to print all the council journals in three volumes of five or six hundred pages each. All three volumes will probably be issued at the same time. Though much of the material has already been put in type, the exact date of publication of the set cannot now be given, since, owing to the fact that very few of these journals have been preserved among the archives of Virginia, transcripts have to be secured of copies sent at the close of each session to England, according to law, and there fortunately preserved, with very few exceptions, till the present day. The conditions existing at present in England and upon the high seas make the work of copying slow and transmission uncertain.

As a part of the report of the Virginia State Library for 1916 there was printed the special report of the Department of Archives and History for 1913. This report consists of a list of the colonial soldiers of Virginia similar to the two lists of Revolutionary soldiers of Virginia published as parts of the library reports for 1911 and 1912, respectively. Since 1913

the colonial list has remained in manuscript because the two governors of Virginia holding office since that time—who have had the power, according to law, of deciding what should be printed as parts of the library reports—have ruled against the inclusion of the list. However, the general assembly of 1916 so amended the law in reference to the library report as to permit the library board to have printed annually as a part of the report as much as 550 pages of matter deemed by the board to possess sufficient historical value to warrant its inclusion. It is expected that under the operation of the law as it now stands a great deal of the manuscript material of the library as well as much of the historical work of members of the staff of the library will be published in the future.

The metal shelving and filing cases provided for by the general assembly of 1916 have been put in place, and some of the work of transferring to these filing cases the manuscripts heretofore stored in pasteboard boxes has been done. Owing to the dearth of assistants in the Department of Archives and History, however, the head of this department will not be able for some time to announce the completion of this work. The unfortunate rise in the price of steel between the time of the passage by the general assembly of the act carrying the appropriation for the work and the time of the making of the contract was responsible for the result that only about three-fourths of the work originally contemplated could be done. The consequence is that on one of the walls of the archives room the old wooden shelving still remains.

The main work of the head of the Department of Archives and History for the year consisted in making a rearrangement of the legislative petitions. Some years ago these were arranged by counties, a very good arrangement for the county historian, but not for one studying statewide movements. It was thought best to give the whole mass of papers—probably 20,000 in number—a simple chronological arrange-

ment, without reference to the counties. In this arrangement the petitions presented at any one session of the general assembly are all found together, instead of being scattered, and the use of the petitions by the research worker of statewide interests much facilitated. The worker especially interested in local matters will in course of time have his demands met by an index.

Washington—Mr. J. M. Hitt, librarian of the Washington State Library, writes (May 5):

"Though heretofore we have had no appropriations or room, and hence have done little archive work, yet I am happy to say that at the session of the legislature recently closed we received a small sum with which to commence operations. We have not done so yet, but expect to very soon. We have a good room and hope now to begin right. I cannot tell you exactly what the plans are, because they have not been determined, but we expect to go as far as the funds permit, in such a direction that the work will not have to be done over later."

West Virginia—Mr. Henry S. Green, state historian and archivist, reports (June 11):

"In my report of last year mention was made of the obstacles which have stood in the way of any rapid progress in the task of properly arranging, classifying and cataloging our state archives. Unfortunately little has been accomplished toward overcoming those obstacles during the current year. An effort to secure from the legislature affirmative, permissive legislation directing the deposit of archival material for preservation in the department was unsuccessful. In the absence of such legislation, the department is greatly handicapped in the task of collecting the large amount of valuable material now practically inaccessible and much of it very insecurely preserved. The manuscript records of military organizations participating in the Civil war, mentioned in my last report, are now in large measure ready for the printer, and typewritten copies of these

records are available for consultation by research workers."

Wisconsin—Dr. M. M. Quaife, superintendent of the State Historical Society of Wisconsin, writes (May 3):

"Wisconsin has, as previously reported, no regular public archives department. So far as the state government is concerned, the safe-keeping of the public archives is for the present well provided for in the new seven and one-half million dollar capitol, the last wing of which has been completed during the current year. The law provides that state officials may turn over any records five years of age and upwards to the State Historical Library for suitable indexing and preservation therein. Not much use has been made of this authority as yet. During the current year, however, one collection of much historical importance was turned over to the library under the authority of this law. It comprises the accumulation of papers in the adjutant-general's office for the fifty-year period from about 1840 to 1890. Naturally, the papers are of chief importance for the years dealing with the Civil war. No progress has as yet been made toward indexing and classifying them. It can only be said in a general way that the collection comprises upwards of 200 filing case boxes and at a rough guess may be supposed to contain from twenty to thirty thousand documents.

"One other important manuscript collection has come to the State Historical Library during the year. Strictly speaking, it does not pertain to the archives, since the papers are of private origin, rather than public. They constitute the lifetime accumulation of one of the state's most eminent public men of the present generation. Since the collection is not accessible to the public at the present time, no further account of it seems in order now.

"It may be pertinent to call your attention to the fact that at the annual meeting of the State Historical Society in October, 1916, in response to a report and recommendation of the superintendent, a committee of the society was appointed to

investigate the question of the condition of the public records of the state and report thereon at a succeeding meeting with a view to making such recommendations as might appear proper concerning the subject. Since the outbreak of the war it is not to be expected that any important action or results in this connection will develop."

Wyoming—Miss Frances A. Davis, librarian of the Wyoming State Library, writes (June 2):

"Nothing new has been done in this state since last year's report in connection with the archives. The legislature of 1915 provided for the construction of wings to the capitol, and additional space was provided for the state library and the historical society. The construction of this new building has given the state library more adequate space, and it is probable that additional effort toward the preservation of the archives of the state will be made."

H. R. McILWAINE,
Chairman.

The secretary-treasurer presented the following report.

REPORT OF THE SECRETARY- TREASURER, 1916-17

The financial report for the year is as follows:

Receipts

Balance as audited June 29, 1916..	\$555.52
Dues as follows for 1915-16:	
Connecticut state library.....	10.00
Hewitt, Luther E.....	2.00
Illinois state library.....	7.50
Iowa state library.....	10.00
Indiana bureau of legislative information	5.00
Kansas state library	5.00
Maine state library.....	5.00
Nevada state library	6.00
Northwestern university law school library	5.00
Wyoming state library.....	5.00
Wisconsin state library (\$1 previously recorded)	4.00

West Virginia state department of archives and history	5.00
Dues as follows for 1916-17:	
Cole, T. L.	2.00
Connecticut state library.....	10.00
Georgia state library.....	5.00
Hewitt, Luther E.	2.00
Indiana state library.....	5.00
John Crerar library.....	10.00
Kansas state historical society.....	5.00
Kansas state library.....	5.00
Law reporting company.....	5.00
Minnesota historical society.....	5.00
Minnesota state library.....	5.00
Massachusetts state library.....	10.00
New Hampshire state library.....	5.00
New York public library.....	5.00
Ohio state library.....	10.00
Oregon state library.....	5.00
Pemberton, W. Y.	1.00
Pennsylvania legislative reference bureau	5.00
Pennsylvania state library.....	20.00
Philadelphia free library.....	5.00
Robertson, J. P.	2.00
Rhode Island state library.....	10.00
Vermont state library.....	5.00
Virginia state library.....	5.00
Wisconsin library commission.....	5.00
Worcester county law library.....	5.00
Reimbursement from L. E. Hewitt for telegram77
Interest on savings bank deposit...	8.62
Total receipts	\$791.41

Disbursements

Postage and express.....	\$ 23.28
Telegrams	9.21
Typewriting and other clerical work	6.45
Multigraphing notices	3.58
Printing letterheads	4.75
Printing 1916 Proceedings.....	231.00
Reprinting 1916 Proceedings.....	99.48
Envelopes for mailing Proceedings	1.40
Reporting 1916 Convention.....	76.25
Total disbursements	\$455.40

Balance on hand June 23, 1917.....	336.01
Deposited in New York State National Bank	\$104.27
Deposited in Albany County Savings Bank	222.56
Check on hand.....	5.00
Cash on hand	4.18
	<hr/>
	\$791.41

Dues amounting to \$156.00 remain unpaid.

There are now fifty-one members of the association, the same number reported last year; but a former member, Nebraska State Historical Society, did not renew membership, and Arizona State Library, which had signified its intention of joining and was reckoned in the above total, failed to pay its dues. To balance, Ohio State Library once more became a member and Kentucky State Library has just joined.

Thirty-one states are now represented in the association, and in addition the Canadian provinces of British Columbia and Manitoba.

The usual routine duties of the secretary were performed this year except that the customary invitation to join the association was not extended to libraries eligible to membership. The secretary suggests that this be done as soon as announcement can be made of plans for the new year.

Notice of the amendments to the constitution and by-laws, proposed at the 1916 conference, was sent to all members, as required by the constitution, one month in advance of the date when they will be acted upon.

The proceedings were included in the Proceedings of the American Library Association and were also printed separately in an edition of 300 copies.

Two committees, the Archive committee, and the Joint committee on a national legislative information service, have served during the year.

Only twelve replied by letter to the secretary's request for news of state library progress. A few others submitted their annual reports. Probably the remaining

members had nothing of special interest to say.

Miss Cornelia Marvin, of Oregon State Library, sent in reply to the request for news, a copy of her biennial report of 1917, which is noteworthy because of its effective method of advertising the library's resources and value. "Messages from state library patrons," taken from letters of appreciation, are grouped under the heads: "What the state library means to people"; "What it means to public libraries." An appendix on county libraries contains important information on the workings of Oregon's county library system, from evidence contributed by several of the libraries in the state.

New York and California reported a considerable increase in appropriation in spite of the war year. Wisconsin State Library is reorganizing its document department with Miss Emma A. Hawley in charge. The Connecticut legislature has recently passed a law providing that all bills and resolutions introduced into the general assembly, before being transmitted to the committees to which they are referred, shall be turned over to the state library to be photostated. Massachusetts reported a change of librarian, Mr. Foster W. Stearns succeeding Mr. C. F. D. Belden, who resigned to accept the librarianship of the Boston Public Library. Three libraries reported war activity. New York has established a military information service and has taken steps to give book service to New York enlisted men wherever they are stationed. The John Crerar library has offered its services "to the government of the state as a means of dissemination of information in regard to the war, and has greatly strengthened its collection of books on military art and science and other topics of interest in connection with the present situation." The Connecticut State Library, through act of the general assembly, assisted in the taking of the state military census. Other matter submitted in the various reports concerned mainly progress along established lines.

In line with the effort to cut down the

size of the 1917 proceedings it has seemed best to limit this year's report to the abstract given above, and to incorporate into the report of next year such material now on hand as should be included.

The association is indebted to the New York State Library for the assistance given the secretary in her work.

ELIZABETH M. SMITH,

Secretary-Treasurer.

The report of the secretary was accepted.

REPORT OF AUDITING COMMITTEE

The report of the treasurer was referred to the Auditing committee, A. J. Small, chairman, which reported the accounts correct and the balance on hand verified at \$336.01. The report was accepted.

REPORT OF COMMITTEE ON RESOLUTIONS

The Committee on Resolutions, G. G. Glazier, chairman, presented for adoption the following resolutions:

WHEREAS, The National Association of State Libraries, in session at Louisville, Ky., has heard with pleasure and gratification of the selection of one of its members, C. F. D. Belden, as librarian of the Boston Public Library; therefore be it

RESOLVED, that this association express its recognition of Mr. Belden as a man of scholarly attainments, of high cultivation and long experience in library work, who has attained a national reputation in his chosen field, based on his successful management of large libraries. We see before him a great opportunity for more extensive usefulness and greater success. We therefore congratulate both the Boston public and the Boston Public Library directors on the selection of Mr. Belden as the librarian of the great Boston public institution. We deem his appointment a most fortunate one for the library and the people of Boston; and be it further

RESOLVED, that this resolution be spread upon our records.

RESOLVED, that The National Association of State Libraries express its thanks to the A. L. A. Executive committee, for its thoughtful arrangements in accommodating this association in its meetings at Louisville; to the local Committee of Arrangements of Louisville, for its consideration and careful plans in providing for our entertainment; to Hon. Edward J. Mc-

Dermott and Hon. William Marshall Bullitt, for their addresses delivered to the association; and to the management of the Hotel Watterson, for courtesies extended.

(A motion that these resolutions be adopted was seconded and agreed to.)

REPORT OF COMMITTEE ON AMENDING THE CONSTITUTION

The amendments to the constitution and by-laws presented by the committee at the 1916 convention were brought up for final action, in accordance with the section of the constitution requiring the passing of constitutional amendments by two successive conventions.

After discussion it was moved to amend section 1 of the proposed by-laws by inserting the phrase "actually engaged in state library work" after the phrase "based upon the number of employees on staff." It was urged in support that the section as originally proposed, requiring that the amount of dues be determined by the total number of employees on the staff, was unfair to institutions such as the John Crerar library which had only a portion of their staff engaged in the work which would qualify them for membership. The amendment was adopted.

The proposed amendments were then voted on as a whole and adopted without further amendment as follows:

Constitution

Sec. 3. Regular members. Any state library, or person engaged in state library work, any state historical society, state law library or other library doing the work of a state library, including the Library of Congress, and any legislative reference library maintained in whole or in part by the state, shall be eligible to regular membership.

Sec. 4. Associate members. Any institution kindred in aim and purpose shall be eligible to associate membership, and shall have all the privileges of regular members except those of holding office and voting.

Sec. 5. Honorary members may be

elected by unanimous vote at any annual meeting of the association.

Sec. 6. Each organization admitted to regular membership shall have one vote through its representative, but any officer or member of such organization may attend the meetings of the association and share in its deliberations.

By-laws

Sec. 1. Annual dues of not more than twenty-five dollars nor less than five dollars, the specific amount—based upon the number of employees on staff actually engaged in state library work—to be determined by the executive officer of the institution, shall be assessed against each institution of the association, and shall be due and payable at the annual meeting; provided that the Library of Congress shall be considered ex officio a regular member and so not liable for dues.

Sec. 4. Associate members shall pay an annual due of \$2, payable at the annual meeting.

Discussion followed on the question of dues for individuals who should become members under the provision in section 3 of the constitution. It was moved by Mr. Small that the secretary be instructed to draw up a section of the by-laws providing for individual membership dues and that the incoming officers be constituted a committee to consider the desirability of further amendments, to report at the next convention. The motion was carried.

Election of Officers

The Committee on Nominations, M. J. Ferguson, chairman, presented the following ticket:

President—Mr. G. G. Glasier, State Librarian of Wisconsin.

First Vice-president—Miss Cornelia Marvin, State Librarian of Oregon.

Second Vice-president—Mr. H. R. McIlwaine, State Librarian of Virginia.

Secretary-treasurer—Miss Elizabeth M. Smith, State Library, Albany, N. Y.

The report was accepted and the secre-

tary instructed to cast the vote of the association for the nominations read.

There being no further business to come before the meeting, it was adjourned on motion.

SPECIAL JOINT SESSION

(With the American Association of Law Libraries.)

Auditorium, Henry Watterson Hotel, Tuesday, June 26, 2 p. m.

The meeting was called to order by President Dullard, who called for the report of the Joint Committee on a National legislative information service, postponed from the first joint session.

OFFICIAL INDEX TO STATE LEGISLATION

Report of Joint Committee on a National Legislative Information Service

Your Joint Committee on a National legislative information service respectfully reports:

About a year ago, you will recall, there was begun an extensive publicity campaign. Thousands of circulars, together with the printed report of the committee, were sent out to selected lists of libraries, lawyers and large business houses. This was followed by efforts in the same direction made at the Asbury Park meeting of the library associations, where your committee was given space in the main lobby of the headquarters hotel. During the entire week of the convention, two competent men were kept on duty answering questions and supplying sample copies. These activities resulted in an exceedingly heavy correspondence.

Efforts were also made to bring the Index to the attention of the American Bar Association at their convention in the late summer, and the committee is glad to report that favorable mention was made in at least two reports presented to that association.

As the first of the year approached, numerous committee meetings were held, and a great deal of time was spent by

the various members of the committee in efforts to arouse interest in the service and to increase the number of subscriptions. Seventy-seven prepaid telegrams were sent out in one day in the early part of January, and attempts were made to secure assistance from the large endowments.

As a result of these activities, thirty-three states agreed to cooperate by sending to the committee their printed material and information during 1917. Fourteen of these states agreed also to subscribe in whole or in part. There were also eighteen subscriptions from libraries other than cooperating libraries, and thirty-one subscriptions from law firms and corporations.

The subscriptions received amounted to \$12,400, while the total required for the publication during 1917, exclusive of any overhead charges, was estimated at \$27,500, or about seventy-six subscriptions more than were actually secured. When one considers that the amount already invested by Mr. Allen in developing the Index is over \$32,000, it is evident that it was quite impracticable to publish the Index under conditions which would have entailed an additional loss of \$15,000.

Although it may seem to some that the efforts of your Joint Committee have been fruitless, the numerous inquiries which have come to us since the abandonment of efforts to bring out the publication this year proves conclusively that the Index met a real need. These inquiries have been of such a nature, and so numerous, that more than ever your committee is of the opinion that with proper publicity and your continued support, the Index will be put upon a permanent basis. Hopes are entertained that it can be published in 1918, a so-called "off year" in legislation, when the cost, it is estimated, will be a little less than \$10,000.

If the sixty-three who subscribed in 1917 will renew their subscriptions at \$150 each, this estimated cost will be nearly met. If the subscription rate is reduced to \$100, thirty-three additional subscrip-

tions will be required. Some margin should be allowed, however, for possible increases in cost of paper and labor.

Your committee takes this occasion to thank the several state libraries, legislative reference bureaus and other libraries for their support in the past, although, owing to circumstances perhaps, it has not always been a concerted support. Each and every member of the committee regrets the handicap which they have personally suffered in their work as librarians because of their inability through lack of financial support to publish the Index during this year. They regret the disappointment felt by all coöperators and subscribers. The committee would emphatically state to you, however, that the realization of the hopes for 1918 are dependent first of all on your continued assistance and financial support. Without such support nothing can be done next year. With your active assistance and support, we are reasonably certain to obtain the outside help requisite to placing the Index on a permanent basis. Without Mr. Allen's whole-hearted coöperation and financial assistance our enterprise would not have been possible. Now that the Index has been shown to be possible, workable and necessary, your committee feels more strongly than ever that the associations here represented owe it to themselves, to Mr. Allen and to the future users of the service to see that the work, so perfected, is continued.

For the Committee,
GEO. S. GODARD, Chairman.
FRANKLIN O. POOLE, Secretary.

Discussion followed. All who took part spoke in favor of attempting to continue the Index. Its value to business houses was pointed out. It was believed that a strenuous campaign for this class of subscribers would produce satisfactory results, and that such a campaign could best be conducted with a representative of the business interests on the committee.

Mr. Clarence B. Lester then moved that the report of the committee be accepted,

and that the joint conference authorize its continuance, with power to add to its membership such representatives from commercial organizations as might seem best, and that it be instructed to endeavor to work out some plan for the continuation of the Official Index to State Legislation.

The motion was seconded and carried. The meeting then adjourned on motion.

SECOND JOINT SESSION

(With the League of Library Commissions and the American Association of Law Libraries.)

Auditorium, Henry Watterson Hotel,
Tuesday, June 26, 2:30 p. m.

The meeting was called to order by Mr. G. G. Glasier, newly elected president of the National Association of State Librarians, who announced the subject for discussion, "Coördination of state library activities," and turned the meeting over to the leader, Miss Fannie C. Rawson, secretary of the Kentucky Library Commission.

Miss RAWSON: The subject this afternoon will probably provoke a great deal of discussion. It will doubtless lead to no conclusions, but it will give those who have positive views a chance to get together. We will begin with two introductory papers and they will be followed by three topics. Those topics will be briefly and impartially introduced. After each introduction time will be given for informal and open discussion. Everyone is invited to take part. We shall have the pleasure of hearing first from Mr. J. I. Wyer, Jr.

RECENT STATE LIBRARY SURVEYS*

By J. I. Wyer, Jr.,

Director, New York State Library

This is a subject that I have thought a great deal about, have written about and talked about a great deal in recent years; so that any laws passed or any attempts made to bring unrelated state activities together in the library field are welcome news to me, as they make for greater unity

*Stenographic report of extemporaneous address.

and effectiveness in library work throughout the country. I will not spend any time speaking to the general subject, but will assume that my thesis and opinions in that regard are already well known. I wish to take up the recent events in two or three states that indicate a distinct effort not only in those states, but an effort which, I think, is symptomatic of feeling and effort in other states, to bring together commissions, boards and libraries that have been heretofore separate in an administrative way.

It does not form part of my plan to go at any great length into why these boards are separate. First of the series was the state library, founded before such a thing as a library commission or historical society was ever thought of. Those state libraries were early organized on a political basis. When, later, state historical societies came into existence, they were organized almost never politically, but privately; and they attracted to themselves the men, the scholars and statesmen sincerely interested in history and its preservation and writing. Later there came into development the library commission; and again there was almost no politics at all in its organization, and there has been almost as little in its administration. Commissions were organized neither by politicians nor historians, but by library people, and in many cases not by library people exactly, but by those with a kindred spirit to ourselves, women's clubs eager for library extension, citizens interested sincerely in the thing itself and with no desire for personal gain. So they would not tie up, in many cases, with the politically organized and managed state library. These new, precious plants of the library garden, needing culture and careful watering and kindly soil, were not allowed to be trampled under foot by a political organization. So in many cases we have the three of them side by side. Some of them may be flourishing; all may be flourishing in some places; but they are seldom flourishing equally and, in my humble opinion, none of them are flourish-

ing as well as they would if they were more firmly welded together.

I want to speak, first, of an effort made in the state of Washington within the last year to bring together the library activities in that state. The Washington survey was conducted by a commission, of which the chairman was Mr. John B. Kaiser, the librarian of the Tacoma library. It was appointed by virtue of a nearly obsolete provision in the law which in 1903 united the state work at Olympia, the traveling libraries' work and all of the work, practically, that was done by the state. This law brought together the state library, the traveling libraries and the law library under one commission, but left each one of them entirely separate in administrative functions and powers, with the result that the three separate chiefs appointed by the commission went to work and have gone on working as if there were no other two at work within the state.

The commission under which these state library activities were brought together and yet were not brought together, is comprised of the governor, the attorney-general and nine justices of the supreme court. I think I should not get a very large show of hands if I asked how many here would trade their organizations for a commission so constituted. However much some of you think you could improve on the governing board of the state library activities as it now exists, probably none of you, though having the utmost regard for the judiciary of this country, would care to be run by the attorney-general and nine supreme court justices, even if the governor were added to the commission. No member is a librarian or even a near-librarian.

In that law of 1903 there was a provision, dormant until a year or two ago, providing for an advisory committee that had never been appointed. The governor took advantage of this to appoint the board of which Mr. Kaiser was chairman. Of this advisory board of five members, two were appointed by the governor on his own initiative, two appointed by the governor from persons recommended by the

state historical society and the state federation of women's clubs; the fifth was the state superintendent of public instruction. Note that only one member of the commission to study libraries was a librarian. It organized into eight sub-committees, one on the state library; a second on library extension (including traveling libraries); a third on county and rural school library work; a fourth on coöperation between libraries of the chief state educational institutions and on the relations between the state university extension department and library extension; a fifth on library training, a sixth on libraries in state charitable and penal institutions, a seventh on library work for foreigners, and an eighth on library legislation. The chairmen of the eight sub-committees were members of the advisory board, and associated with them were other citizens of Washington—librarians, presidents of state educational institutions and, in one case, a state senator. The commission had a comprehensive program, well devised and carried out. I have its report. It is not in print. Possibly it may never be in print, because it was a frank, in some ways a confidential report on the conditions existing in that state, and it may seem wiser to all concerned not to publish it at all.

Its conclusions were these: That more money was needed, a larger use of trained help—the three agencies doing library work under state auspices were ignoring the trained help that was being created for them at state expense, in their own state, at the University of Washington; and far greater responsiveness on the part of the library commission itself—that is, the nine justices and the governor—to the needs of the situation and the opportunity that existed. There should be, so the commission says, well-defined policies and definite limitations on duties for each of the three branches under the charge of the library commission. Those were the things that the advisory committee, itself, said. It was easy to discover why they said them; and I thought, as I read

the report, that it was easy to discover some other things which it would, it may be, have shown us, if it had been quite daring enough. The trouble really seemed to be that there were three in one, and yet there were still three. The commission, in the first place, did not define the duties of these three branches, the state library, the traveling library and the legislative reference library; neither did it define the field of each plainly enough to prevent duplication, nor did it define the work as a whole in a way to make them feel that they were doing essentially one work, with the consequent need of a certain harmony and unity in policy. That seems to have been the fundamental difficulty with the library situation; the way was open for personal ambitions—I am saying, not what anybody in Washington ever told me or what is written in the report, but what I could read between the lines—personal ambitions ran away with each branch, each head trying to make a separate organization or a separate mission or a separate institution to his or her own glory. That seemed rather clear. In other words, that which would not have been so possible under one executive was possible under three and was done.

Now, I have no fault to find with one board and with dividing, under that one board, the state library work into three lines, but there must be a single executive. No commission, much less a commission of the governor and nine justices, can serve as a single executive. That is the legislative part of the business—a committee to determine the policy—and not the administrative part. The Washington situation might work very well, even under the judiciary, if the commission—the judges, the governor and the attorney-general—should elect one chief executive and say, "It is our policy to have these three divisions; give them all the independence you can; get as big persons as you can to run them, but under a single executive preserve the unity of their work."

I can't see what is coming out of this

report in the way of a positive, definite change or improvement. Certainly the report seems admirably done. Its conclusions seem sound. It ought to be a helpful library document. The main value of it at the moment is that it has been done; that it is available; and if its recommendations can by vigor, tact and industry be translated into legislation, it affords an admirable program, in my judgment, for the organization of the library forces of the state of Washington. I suppose there are people in the state of Washington in charge of one or another of the branches of library work under this commission who would stand here and tell you that it was a wholly mistaken report, that it was based on a mistaken notion of the functions of these divisions, that it was colored by undue personal prejudices and feelings. I think some of those opinions may be responsible for the fact that the report may not get into print. I am giving you merely my own personal opinion, based on some study of the situation and a careful weighing of the report as to its conclusions and value.

Miss DOWNEY: Under the existing arrangement in Washington does the head of each of the three divisions have direct contact with the board?

Mr. WYER: That is so at the present time. There is no one that speaks for the three divisions or comes between them and the board.

Miss DOWNEY: Under certain conditions might not that direct contact be better than to have a go-between or executive?

Mr. WYER: I say yes to that, but hardly with a commission as busy as this one is, with as little knowledge of library work, and, worse than all, with almost no interest in the work at all. It simply has let library matters in Washington go by default. I think that such a commission anywhere is too likely to let library matters go by default. If it were a commission created as library commissions are in many states, where the selection of all or a part of the commissioners has been

so safeguarded as to tend in the direction of getting someone who is interested in libraries or in educational work, I should say that might be a workable plan. It would be far better, certainly, than to have them run under two or three separate commissions, with the looseness that results. I am glad your question included the saving clause, "under certain conditions." I say yes, but those conditions emphatically do not exist in the state of Washington.

The next state I should like to take up is the state of Nebraska. I knew something about the conditions there a good many years ago. This is the situation: In the capital city is the state university, with the largest library in the state; also at the capital city there is a library commission, separate entirely and unrelated to the university library, except that the librarian of the university is ex officio a member of the state library commission, and sometimes has been chairman of it. At the capital, also, there is the Nebraska State Library, unrelated to either of the others except that its librarian too is ex officio a member of the commission. He is a political appointee. His chief business is clerk of the supreme court of the state. The appointment is always a political one, always has been; and the attention to the library and any interest in it on the part of the librarian have been incidental and, usually, uninformed. At the capital, also, is the state historical society, a state institution in that it is supported by state money; its policy, however, is determined and it is governed by a group of admirable, excellent citizens of Nebraska chiefly interested in history, professors in the university, professors in other colleges there, historical writers and students, gentlemen of culture and of means who are anxious to preserve the ancient landmarks and record the history of them in print. There are those four. In later years a fifth has been added, the legislative reference bureau. Its appropriations are made to the university and it is a part of the university organization, but it has

no connection with the university library in any way. There are thus five library wheels revolving in the state of Nebraska. In my day there were four. At one time there was very nearly passed a bill—it passed one year and all but passed another year—perhaps it did pass and was vetoed—which looked toward consolidation in this way: It would remove the general department of the state library to the university library, leaving the state library a law library only, and would consolidate the library commission with the university and the state library and put them under one executive at the university. That would have left two wheels instead of four. There was then no legislative reference department. Since the bill failed to pass, those five have all been running along separately. There has been considerable feeling, with some fighting, between the historical society and the legislative reference department. There has been some slight feeling between the historical society and the university library, the feeling being that they ought to be more closely connected. While there has been no particular bitterness among them all as a whole, yet I think it has generally been conceded and has come to be more and more believed that some closer administrative connection would be profitable all around.

Within the year a report has been prepared under the title "Coördination of state-supported library activities in Lincoln." This report must have been brought about—my own knowledge of the situation tells me that it could have been brought about—only by a great deal of finesse, diplomacy, tact and persuasion. It enumerates the present situation of these five libraries; it speaks of their disadvantages. It proposes the erection of a building by the state, at the university campus, in which all of these libraries will be brought together except the law library at the supreme court; it recommends the plan of retaining the state library as a separate legal collection for the use of the state; it would maintain the independent organ-

ization of each institution, but provide a maximum of service at a minimum expense. This plan has been endorsed by the governing boards of every one of these organizations—that is where the finesse came in. There is a considerable report, signed by a representative from each one of these organizations. , It was published in accordance with a resolution passed by the Nebraska Library Association at its meeting last October.

An unsuccessful endeavor was made to enact it into legislation at the last session. I have this statement from an officer in the legislative reference bureau concerning the situation: The plan was presented to the legislature in the form of a bill; and the legislature gave it, apparently, very real consideration and wrote into its journal a special report which embodied this report and gave the legislature's own opinions about it without pronouncing against it. The special report seems to be an admirable, impartial review of the arguments pro and con. The legislature did not, however, report favorably on the bill, this being the message of the assembly to the senate, "It has adopted the conference committee reports on the three bills designed to carry this out, but it has refused to concur in certain senate amendments to the fourth bill." They appointed a conference committee, but the lateness of the session prevented an agreement. The statement concludes: "Eventually, I think that some kind of a combination will be effected. The idea certainly made a strong appeal to the more intelligent legislators. It will take some time to educate them. If it were the function of the legislative bureau to promulgate the idea among the members of the legislature, I am sure we could."

There seems to have been in the attempt to enact this law no split in the ranks of any seriousness, merely the difficulty that we all know is met in putting through the legislature a measure so far-reaching and so unusual in character. Most of us are aware that if we are trying to get a bill to create a library commission or to get

an amendment to such a bill or to inaugurate a new law, it takes several attempts to put the thing actually through.

So much for the situation in Nebraska. It has advanced to the point where an agreement has been reached to make out of five organizations two; and the legislature has not refused altogether to subscribe to that, but has, in general, agreed to the contention in the report.

I want to speak of the not so recent effort in the state of Oregon. I am not so thoroughly posted as to what was done there. In general terms it is this: Formerly there existed a state library, which contained the state law library, and a state library commission. The last-named in its early years acted as a kind of supplement to the state library, undertaking work which the state library could not do; it was, indeed, a commission with no library back of it except a few traveling library books. By the consolidation the general part of the state library collection has been combined with the state library commission under the name of state library, while the law collection has become the supreme court library. I am interested to note that nowhere do these consolidation plans seem to affect or care to affect the use of the state law library by the judges and the attorney-general. It is admitted that they should have a separate law library, to be run in their own way as a separate organization, but in Oregon that became the state law library and the term state library was turned over to the commission—the terms and the books, as I understand it, and the work, all except the work of the state law library. Under the new arrangement the state library and the commission, united in a way that they never were before, have been able to plan and develop a work which, as I read their biennial report recently issued seems to be, not only in variety but in volume as well, in proportion to its resources, on a par with the most active state libraries in the country. It would seem to me that a new life for the state library, a much more

useful and efficient life, has resulted since the consolidation in that state.

Miss RAWSON: The next subject is a paper on "State library administration in Illinois," by Prof. J. M. Mathews, assistant professor of political science, University of Illinois. In his absence Mr. Windsor has consented to read the paper.

SOME PHASES OF STATE LIBRARY ADMINISTRATION

By John M. Mathews,

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University of Illinois*

The writer does not hope to present anything really new, nor would he have the presumption to attempt to enlighten library experts on library matters. All that is here intended is merely to discuss briefly some familiar problems of state library administration from a somewhat outside point of view. What is here said is written from the standpoint of general state administration, rather than from that of library administration in particular. In order to afford a tangible background for this discussion, some account of the situation in Illinois may be given.

In 1914 the joint legislative committee on efficiency and economy of that state was engaged in investigating the organization of the state administration in its various phases, one of which was that of library administration. A representative of the committee made a digest of all existing laws relating to state library administration, and held conferences in Chicago and other places with members of the state library association for the purpose of getting various points of view upon the best method of reorganizing state library administration in Illinois in the interests of efficiency and economy. The results of these investigations are published in the report of the committee, a copy of which is or should be in every library here represented. The committee found that most states have given relatively little attention to the development or organization of the state library. In common with most other branches of state administra-

tion, the organization of state library facilities has grown up in a piecemeal and haphazard fashion, and many varieties of library organizations may be discovered in different states. Absolute uniformity in this respect is neither practicable nor desirable, for conditions in the several states vary so widely that a system of administration which secures economy and efficiency in one state will not always secure the same results in another state. There are some features of library organization and administration, however, to which it seems possible to attach the label "good" or "bad" in whatever state they may be found.

The consideration of the problem of state library administration naturally divides itself into two main questions, first, what should be the organization of the state library authorities, and, second, what should be the relation of the state library authorities to local libraries and library extension work? As to the proper organization of the state library authorities and facilities, three questions have been raised: (1) What shall be the body controlling library activities of the State? (2) How shall the state library and library extension activities be related? (3) What relation shall law and legislative reference have to other state library activities?

On account of the difference in conditions in various states, it is not possible to give a definite answer to these questions which would hold good for every state. Certain general principles, however, may be laid down in the light of which the special problems in different states may be brought nearer to solution. From the standpoint of general state administration, state library work should not be a wholly separate, distinct and independent branch of state administration, but should be brought under that general branch of state administration to which it seems to be most nearly related. In most states this will be the department of education. The organization of the various phases of state library work under the department of education should be de-

termined in accordance with the general principles of differentiation, in order to provide for specialization of work and division of labor, and integration, in order to secure coöperation and coördination between the various branches of the work. In states where there is a state department or state board of education, the board should appoint the state librarian, who should have general supervision over all or nearly all of the library activities and facilities of the state. Proper differentiation requires that there should be separate bureaus or divisions to have charge of the various branches of the work, such as reference work, library extension, etc. Proper integration, however, requires that all or practically all of the various branches of the work should be under the general supervision of a single authority, preferably the state librarian, appointed by the state board of education. The requisite measure of coöperation between the various library interests can be secured only by coördination and unification of control. Where the various libraries and branches of library work are subject to separate control, they do not always function in harmony with each other, friction is likely to develop between the officers in charge of the separate libraries, and the service afforded to those who make use of the libraries is likely to be less comprehensive and efficient. Where the several libraries and branches of library work are under separate control, it results that a book must in many cases be duplicated, or else there must be constant borrowing back and forth between distinct institutions, with the attendant difficulties and likelihood of friction. Lack of coördination means duplication of effort and facilities, waste of money and a decrease in efficiency. Special conditions may make complete coördination in some states impracticable as an immediate program of reform, but it should not be lost sight of as an ultimate ideal.

To the general principle of unified control, one or two exceptions may conceivably be made. The state law library and

legislative reference library, on account of their special character and close relation to the work of the supreme court and legislature, respectively, seem to fall somewhat apart from the general field of state library work. But even here some degree of coördination is desirable, which might be effected by making the state librarian an ex officio member of the boards in charge of the law and legislative reference libraries. What should be done with the state university library, especially if the university is not located in the same place as the state library, depends largely on what form of government is provided for the university.

The second main question is: What should be the relation of the state library authorities to local public libraries and the organization of new libraries? Some state supervision over local libraries is desirable because state library officials are usually more up-to-date and better posted on advanced methods in library administration than local officials are likely to be. It seems best that state supervision over local public libraries should be established in connection with the granting of state aid. In pursuing the policy of state aid to local libraries, it is, of course, necessary that the funds for such aid should be made available by legislative grant of a definite total sum. The provision of the Michigan constitution that all fines in counties, cities and townships for breach of the penal laws shall be exclusively applied to the support of the township and city libraries, besides being an indefinite and uncertain means of support, makes the libraries financially interested in law-breaking. Under this scheme, as the beneficent influence and civilizing effect of libraries become more potent in promoting law and order throughout the community, the efficiency of the libraries in achieving their purpose tends to dry up their source of revenue.

On the other hand, legislative appropriations for local libraries are liable to be made in accordance with the political influence of representatives from the dif-

ferent localities rather than in accordance with real local needs. State library officials should be watchful and endeavor to prevent this tendency from perverting the whole theory of state aid. In most instances, at least in the absence of a scientific budget system, a compromise will have to be made between political considerations and library needs. From the standpoint of library administration, it would be better that the funds, both for the state library organization and for library extension work, be appropriated in a lump sum, to be distributed in such proportion among the various library services as may be determined by the state library authorities.

The extent of the control exercised by the state library authorities over local public libraries, operating through the policy of state aid, should probably be confined to setting up a certain standard of equipment and management, such as prescribing qualifications for librarians of local libraries, and providing state aid for those that reach or surpass such standard and penalizing those that fall below it by withholding state aid. The standard set up by the state need not and should not be absolutely uniform throughout the state, but should vary in accordance with the capacity for library development in different localities. State aid should be so administered as to encourage and stimulate and not stifle local effort and local initiative in promoting library work and building up library facilities. Not absolute control, but supervision and inspection is the desideratum.

Apart from making available official publications for official use, the end and aim of library administration is not merely to establish a smooth-working mechanism, but to diffuse to the greatest possible extent throughout the community the knowledge and love of reading good books. By the extent to which this end is attained, the success of the particular type of library administration is to be judged. More important than machinery is the human element at the helm. State library laws should be flexible so as to allow a wide

scope of discretion to library officials, and particularly to the state librarian, in securing the best results. A matter of the first importance is the selection of a competent state librarian. It seems clear that the state librarian should not be an *ex officio* elective officer, who is chosen primarily for the performance of other duties and is only incidentally state librarian. Such an elective official is not likely to be a person versed in library matters and abreast of the most modern methods of library administration. As already indicated, the state librarian should be appointive by the state board of education or similar body, and should have large power, a large salary, and indefinite tenure of office. A single executive head of this character placed over the library work of the state will be more likely to bring about economy of administration, unity of policy, and more efficient and comprehensive services. Such a unified arrangement tends to prevent danger of confusion resulting from overlapping of work, and conduces to the coördinate development of the various branches of library activity.

Miss RAWSON: Our first topic for general discussion—"What shall be the body controlling library activities of the state?"—will be introduced by Miss Mary E. Downey.

Miss DOWNEY: There was a discussion similar to this at the Pasadena meeting, when Mr. James L. Gillis had a paper on this subject, especially on centralization of work. My own experience under various forms of organization leads me to say what I said then, that it really matters not under what form one works so long as there are people at the head who have sense enough to tell a person what to do or to let work be done. In such a state as California where there is breadth of view and a broad-minded policy there would be no objection whatever to having the work centralized. In the state of New York, where all the work could be done in harmony, it would make no difference whatever to the head of a department if

the work were centralized under one person.

Mr. WYER: It would make a good deal of difference what the board was that was over a man.

Miss DOWNEY: It is the make-up of the governing board that matters. If the board is one made up through politics, whose members have no idea of what a library is in its broad sense, it makes every difference in the world as to the ability of the head of the work to carry it out. On the other hand, if the board has even one commissioner whose heart and soul are in the work and who makes a study of the work of the library from one end of the country to the other, such as Indiana has had, that board can produce efficient work. Some of us think, no matter which organization we are working under, that ours is the best. It depends on the conditions. What will apply to one state will not apply to another, because there is such a difference in the organization, there is such a difference in the people, in the population, in the area. It depends on the personnel of the governing body, of the central head and the heads of the various departments. What we have to do is to try to get at the things that have a baneful influence in this work. They are, of course, politics—(that depends on whose politics it is); and waste. I have seen much waste of energy in states, where great sums of money have been appropriated, with absolutely no result as tested by efficiency.

I have worked under the two forms of control. It has not made an atom of difference to me so far as I am personally concerned. It has not made any difference to me what the other departments were doing or how they were doing their work. That is not my business. I had occasion to say once that it did not make any difference to me who the state librarian was, so long as I would be permitted to do my own work efficiently. I think what we all want is to avoid being disturbed, where we are connected with a great organization, by things that we see that do

not affect us, and to be able to keep on doing our work as efficiently as we can.

Mr. BLISS: I am very much interested in getting the libraries of the state properly related, so that there will not be duplication and confusion in various lines. There are some things we ought to take into account. Economy is a good thing if we can wisely practice it; but economy which means a loss of result in the work that we are doing is not the right kind of economy; and the question is whether, by combining our forces, we will accomplish any better work or any more work than we are doing at the present time. When I look over the country I notice that the commissions which seem to be the most active, the commissions which are doing the biggest work, the commissions which are having the greatest influence on the library situation are the ones which are independent, which stand out as library commissions independent of other organizations. It is possible that statement might be disputed. There is a great deal in having a body at the head, directing a certain piece of work, taking an interest in the work. The board of education is the body we usually think of when we consider associating the library with some other body. But I sometimes question, as I look around over our own state, whether a person, because of the very fact that he is actively engaged in urging forward the formal style of education, is not thereby unfitted to control or to urge forward the informal style of education in which you and I are interested. The board of education has its own interests, and when we go before it the question is which one of these two interests is going to be taken up. The board of education has its own ends to accomplish, and I think I am right in saying that when the educational interests and the library interests come into conflict, when appropriations are needed, for instance, emphasis is going to be laid by the board of education on its own line of work. In our own state we have the state library and the state library commission. Under-

neath the state library, as part of the state library work, we have a law library. We have a department of archives. We have a state museum with two or three branches, an educational museum, a natural history section and so forth, all under the state library. When the state librarian goes before the legislature to ask for appropriations, he has to ask for appropriations for each of these things. When we are all asking for increases, the tendency is very strong on the part of the legislature to say to the state librarian, by the time he gets down to the free library commission, "We have given you an addition for the museum, we have given you an increase for the department of archives, and we have given you enough additions to satisfy you"; and the library commission goes without. I don't know that just this thing has occurred, but I can imagine that it might. I might want \$50,000 for my work, but if I have to go to an intervening body and say, "I want \$50,000 for my work," and that body also wants \$50,000 additional for its work, the chances are that the emphasis is going to be laid on what the latter wants. One body cannot be interested equally in two lines of work. If it is interested in two lines, one of them is likely to suffer.

Mr. BROWN: Generally speaking, an ex officio board fails in large part to do its work. It is bound up with something else. It must pay attention to that. My observation has been that ex officio officers on the board fail to do their work properly. I am working under the state board of education; I am an officer of the state board. Members of that board have been my colleagues in educational work in the state for twenty-five years. They are good friends of mine—they rarely come to see me. Of course, it is very pleasant to be treated as nicely as that, to feel that there are men who have supreme confidence in you and let you do things; but when I need an extra appropriation or want a new building or an increase of the staff, the members of the board of

education, individually and as members of the board, are too busy to see the legislative committee, too busy to go before the finance committee or the ways and means committee of the house, and the result is that I have to make my fight alone. Having no political skill, having no "pull," I find it a difficult thing to do. I dare say that is the way with nearly all of us who are educators instead of politicians. It is not very pleasant for me to say that, but I do know that the members of the board of education with whom I have talked think I am right. They say, "We haven't time to give you. You go ahead and do the best thing you can."

In Indiana we have the public library commission, the supreme court library, the legislative bureau and the state library. We all feel that the supreme court library should remain as an independent body. It seems to be something separate and apart, and I fancy that an independent commission would leave it in the control of the supreme court. I do myself believe that there ought to be a vital connection between these other organizations and the educational work of the state. I don't know where to bring it in, except by asking the superintendent of public instruction to be a member of the commission. But the objection in our state is that the superintendent of public instruction is, unfortunately, elected by politics. He is named in a political convention, and that makes the office partisan.

I am perfectly willing to risk the naming of an independent commission, say five members, to control these bodies. Our governor promised Mrs. Earl and myself that if the bill for consolidation went through this year he would appoint people interested in library work and educational, altruistic, matters. Three members of the commission are to remain, and an additional member is to be appointed. I have made up my mind that there should be an independent commission. The ex officio board does not have time to give the

matter any consideration or to do any work. With a separate commission working earnestly, I think that we could accomplish our purpose.

Miss DOWNEY: I believe that in the newer states it is much easier to get an appropriation for a branch or a department already existing than it is to pile up more and more departments. The tendency in the new states is to keep down expense of equipment, to use the equipment that already exists. The establishing of a central department seems to many people like a great saving of money.

Mr. BOWKER: May I ask leave to present briefly a matter that has been under discussion in another body, which it was thought worth while to present here? The matter of the Carnegie contract was discussed at length at the trustees' section. Most of you know that in six states the Carnegie Corporation, finding that a considerable portion of libraries had either not kept their maintenance agreements or declined to fulfill their obligations, was disposed to refuse to make further grants in those states, to the detriment of libraries and communities which deserved help. The figures showed six states where, out of 288 grants, fifty-five libraries had proved recreant. In the course of discussion before the trustees' section it was brought out strongly that the state library commission and public opinion in general were the means through which these wrongs, as it were, could be righted. In many cases a failure to report had put the state in a wrong position. In many other cases it was a matter of dereliction. I came across to this body to urge that each state endeavor to keep its record as clean as possible, in order to avoid this discouragement to library giving. On the whole the percentage of lapses has been very small. The notorious cases are said to be one in which a \$10,000 Carnegie building was sold—one can scarcely see how, legally—for \$3,500 and was turned into a dwelling; and another, where the report came in

that there was no longer a Carnegie library existing, with the exception of the front and rear walls. These, however, are exceptions; and I believe that in another year we shall have a very different report from the Carnegie Corporation.

Miss RAWSON: The next subject is, "How shall the state library and library extension activities (including traveling libraries) be related? Shall one executive control? Shall they be independent of each other and all dependent upon a central board of control? Shall they be entirely unrelated?" Mr. Matthew S. Dudgeon will introduce this discussion.

Mr. DUDGEON: I was informed that I was supposed to be somewhat opposed to any centralization of power and that, therefore, I was at liberty to present that side of the contention. I do not know that I am opposed to it in one sense. I am not very greatly interested in the subject, because, it seems to me, in looking the country over and studying this state and that state, it is not a question of mechanics and machinery so much as it is a question of personality and good hard work. It seems to me, no matter what your machinery be, if you have good people working enthusiastically and skillfully, you will get good results. On the contrary, no matter what the machinery be, you will get poor results unless these conditions are fulfilled. In other words, the personal equation is a bigger element than the mechanical element, and a board, which will work enthusiastically, employ initiative, do your work without opposition, without duplication and without hampering conditions, is what you need; and the question is how can you get that. Theoretically, I will concede, there is a good deal in centralization. In governmental affairs it seems to be the day of centralization. We are not able to do as many things in the state as we formerly did. Witness, for example, the taking of railroad rates out of state control. Centralization can go too far in both government and private enterprises. For instance it went a good way in Kansas, and

instead of removing duplication of position and friction resulted, as I understand, in putting a hampering supervision on the initiative and efforts of the individual institution. Some say that in Iowa there were similar results. I once heard a man who was an absolute crank on efficiency and centralization in business, say that he had found a limit to centralization; when you carried it, he said, to a point where it was difficult to get a single man of sufficient ability to have a comprehensive grasp of all the departments put under him, you got a failure. He deliberately broke up a well-centralized plant into smaller units so that he could put a specialist in charge of each department who could face his special problems without being hampered by going to a supervising power. That is the danger in too much centralization. It will become a hampering supervision rather than helpful coordination. We are getting along pretty well in a good many states, not because there does not arise a little rivalry or opposition but because the good judgment of intelligent people prevents opposition and friction between departments. If you can get harmony so that you will not have duplication and opposition, it will be better than running the risk of going into this over-centralization scheme.

Mrs. EARL: I feel very strongly on this point myself. I have tried to work out the ideal solution. I know that many of you do not agree with me, but I hope to live to see many states try out this plan, and I sincerely hope that Indiana, before many years, will have tried it.

One commission or board with but one single purpose should have the control of all library activities of the state if the best and most rapid development is to be the object.

I began the study of library interests in 1897, and have carefully listened for years to this subject from all its angles. I have studied the functions of all departments and the type of men holding prominent position in them and have been thoroughly convinced for some time that the ideal can

only be approached through one board over all activities. This body should be non-political, composed of *five* persons, two of whom should be women, appointed by the governor because of their special fitness to safeguard the interests for which they were selected. One appointee shall be approved by the state legislature, one by the supreme court, one by the state library association, and one by the federation of women's clubs.

The activities of the commission should be in five departments, or more as the need may arise, cooperating most cordially but each to itself, and each directed by a man of distinct ability in that special line of library work. As I think of it now, there should be the historical or state library, the law library, the legislative reference, the library extension, and school library departments. Each head should be responsible only to the commission. A board member who does not know enough to appoint heads of departments who will only need the moral support of the board and not its help in management, is not worthy his position on the commission.

The historical or state library department should contain the archives of the state and such other matter as the student of literature and history would need, with a scholarly man at its head who appreciates the great value and importance of this department.

The law library should contain everything that pertains to the needs of the courts and the student of law, with a specially fitted librarian in charge.

The legislative reference department should contain all material needed for drafting bills and information bearing upon pending legislation, anticipating if possible all legislative requirements, with a specially equipped man in command.

The library extension department necessarily divides itself into three divisions: Organization, instruction and traveling libraries. Organization includes creating library sentiment, organizing new and re-organizing old libraries and state institution libraries, with the meeting of all calls

for assistance from over the state. Instruction includes summer schools and personal instruction in libraries and at the headquarters. The traveling library department includes the usual work of that division, the traveling libraries to be used as much as possible as a means to an end. All lending of books both to groups and individuals throughout the state and all general reference work should be done by this division. The library extension department, if it would measure up to its opportunity, requires one of the biggest men in the library profession. He should be a university man, a full library school graduate, a diplomat, a ready speaker, and should have every other quality that will help him to meet all kinds and types of people as fellow men.

The one board proposition is the only logical, sensible, and economical solution of the future progress of library development.

Library interests should be as clear cut as school interests, and all under one library board as the schools are under the state board of education, with the most cordial cooperation between all departments and the school interests of the state. It is a perfectly natural fact that one board cannot have two interests, without at times favoring one at the expense of the other.

Why not a director?—(1) Because a middleman is not necessary and is therefore a needless expense.—(2) The heads of departments should be his professional equals and would therefore prefer a board.—(3) Two heads are better than one.

Why all library activities under one board? Because there should be an interlacing of interests and knowledge of other departments, to bring the best results without overlapping and to maintain the most cordial and helpful relations between all the departments. The strongest reason for one board of representative citizens is that it will safeguard each department and command the attention and respect of legislators, who will not question motives because there will be but one side officially presented to them. I am convinced that

more than half of our legislative failures come from a lack of coöperation between departments, an inability to get together and to use fair judgment toward one another which would be overcome under one board. Do you think big men at the heads of departments could sit around a table with a representative board and discuss their problems and needs, without receiving a larger viewpoint and desire to coöperate to the fullest extent—realizing that what helps one helps all sooner or later?

Putting other departments under the state librarian is a failure, and naturally so, because each job requires a special type of man, each as big professionally as the other, who should be independent so far as his department goes, responsible only to the commission who coöperates with him to make his department a success.

Putting library interests under boards of education, as we have them now, would be suicide by slow death, for the reason that the school side would be stressed at the expense of the public library and the dignity of the profession.

Indiana is fortunate now in having big enough men at the heads of its various library activities to work together in a helpful way, yet we realize that a reconstruction of library interests would be advantageous to the state.

Library progress has been hindered and blocked long enough by the selfish or visionless attitude of some state librarians, and the time has come for jealousy and selfishness to give way to constructive measures. A practical ideal should be approved, not a plan to suit this or that state or this or that man.

Mr. WINDSOR: May I ask Mrs. Earl, would it be constitutional to provide that the governor should appoint from a list of names?

Mrs. EARL: I do not know about that.

Mr. WYER: Mrs. Earl's statement was most admirable as a statement; but I can't agree with her when she wants to eliminate the one directing, guiding force. I can't quite fancy Wanamaker's highly organized department store without a Wanamaker

connected with it. I do not believe it would run very long without its present organization. I know that the railroads of the country at the present time, representing as big economic and industrial organizations as we have, all need a general manager for their business. They have separate departments, but each department is not turned loose to run itself. There must be a general manager in our own profession. No one who has had a hand in managing a highly organized institution would like to contemplate the unnatural disorder and inefficiency which would result in the Library of Congress without its present illustrious head and in the New York library without its director. We can't get along without the directing and centralized force. That is just the situation which Washington state has had for thirteen years, and is now trying to get away from.

Miss DOWNEY: I am interested to learn how you would have the board meetings; would each department head meet with it alone?

Mrs. EARL: No, every department should be present, so that each will know the others' needs.

Mr. FERGUSON: If you got as heads of the departments men of the caliber mentioned, you would have to pay them salaries much greater than the work entailed would warrant.

Mr. BLISS: I should like to ask Mrs. Earl why it is she wants to have this commission appointed practically by five different organizations.

Mrs. EARL: Because they are the organizations that are interested in these problems. This plan puts someone on the board who will safeguard their interests.

Mr. BLISS: Why not have the appointing done by one person and leave that person perfectly free to appoint?

Mrs. EARL: Because this year we might have a democrat who would want to put in henchmen and friends. I should like to take it out of politics as much as possible.

Mr. MONTGOMERY: As a matter of

fact, the governor is much more able to control.

Mr. BLISS: Have you found cases where that same general principle is carried out to advantage? I know of one library board which is appointed by four or five organizations of the town, with unfortunate results.

Mrs. EARL: It seems unfair to pick out a place here and there. I know of many places where it does not work out at all; but I know that the principle is right.

Miss RAWSON: The next topic is: "What relation shall law and legislative reference have to other state library activities?"—introduced by Mr. Thomas L. Montgomery.

Mr. MONTGOMERY: I want to say first that I am very much opposed to the directing of library activities by commissions. I think that nothing that is permanent should be carried out by commissions. It is a logical thing to appoint a commission to investigate a question that the legislature wishes to know about; but it isn't in the nature of a commission to be permanent.

It is my belief that state libraries and other forms of state library activity ought to be coupled up if possible, with one exception. The legislative reference work, I think, is not part of the work of the state librarian. It is my idea that the legislative reference librarian has an entirely different field. He should be sequestered in that work and should not be responsible to anyone in doing it. He is in close touch with the members of the legislature; he has to keep their confidences. He has to act under great responsibility, and unless he has full right to do as he chooses, according to his own conscience and judgment, it does not seem quite right to charge him with that much responsibility.

(There was no further discussion of this topic.)

Mr. GALBREATH: If the library activities are to be controlled directly by the governor, of course the choice of the li-

brary staff and others engaged in the work will have to be purely political. That is a pretty safe proposition. Now, the commission form, a commission that shall control the library activities of the state, may be the best possible system and it may be the worst, depending entirely upon the commission. So the big question that we have to consider at this meeting is whether anything other than a purely political board is possible. I understand that it is believed by some that something better is possible.

Mr. SANBORN: I think the history of our commission and its appointees is rather interesting. It has been running since 1899. We have three commissioners; and, with one small change after the commission was two or three years old, we have had the same three commissioners for eighteen years. Really, politics has never entered in. Our governors are elected for four years. Each governor has a right to appoint two on the commission. Our present governor, a republican, has appointed a prominent democrat of the state.

Mr. GALBREATH: I want to congratulate our neighboring state, Indiana, over the fact that their experience with their governors has been so happy. When we have a public opinion that will encourage and command that sort of service from our governors, libraries will not be troubled by politics. There is a growing public opinion against the prostitution of educational work of any kind to partisan ends, and I believe that governors will gradually come to understand that they will serve their own interests best by serving the educational interests of the state best.

Miss FLETCHER: I have watched the governors' appointments in Vermont for fifteen years and during all that time there has been but one appointment that could be suspected of being a political appointment.

On motion, the meeting was adjourned.